ATARATIRI

PART II
OFFICIAL
PLAN
PROPOSALS

Planning &
Development

ATARATIRI

PART II: OFFICIAL PLAN PROPOSALS

11 SEPTEMBER 1991

City of Toronto
Planning & Development
Department

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$15.00

ATARATIRI's future

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Royal Commission on the Future of the Toronto Waterfront
Baldwin Room

we do not give you only approval
for using the name ATABATIBI
but we are very proud of it and
consider it as a privilege and
an honour for our
native human heritage

SECTION 1
INTRODUCTION AND INTERPRETATION

1.1 OVERVIEW

Seventeenth century ATARATIRI was a Huron village located near present-day Midland. Its name meant "support" – literally, supported on the clay banks of a river; figuratively, supported by clan ties and a collective sense of identity. Manifesting the view that native people have of the relationship between human society and nature, ATARATIRI was in harmony with its physical setting. It thrived until, in 1649, war swept the region and it was razed.

In the last decade of the 20th century, ATARATIRI will be reborn in a location east of downtown Toronto, near the banks of the Don River. Modern-day ATARATIRI will also be a community with strong supports. Its development will be the outcome of a commitment shared by the City and the Province to rehabilitate an abused corner of the city to support 14,000 new residents and at least 1,500 workers. Undoing a century of environmental degradation, it will be planned to sustain future generations without squandering precious natural resources.

RECOMMENDED POLICY STATEMENT

1 For the purpose of amending the Official Plan of the City of Toronto Planning Area, *ATARATIRI* is defined as that area within the solid dark line shown on Figure 3.

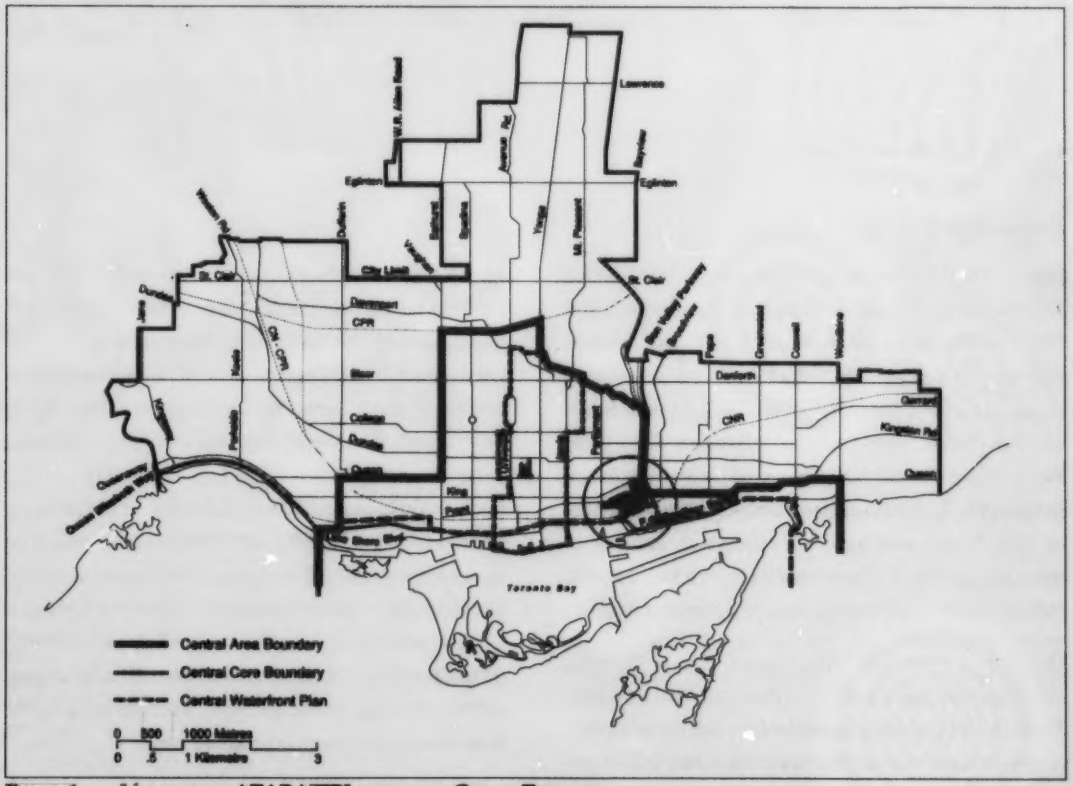


FIGURE 1 LOCATION OF ATARATIRI WITHIN THE CITY OF TORONTO

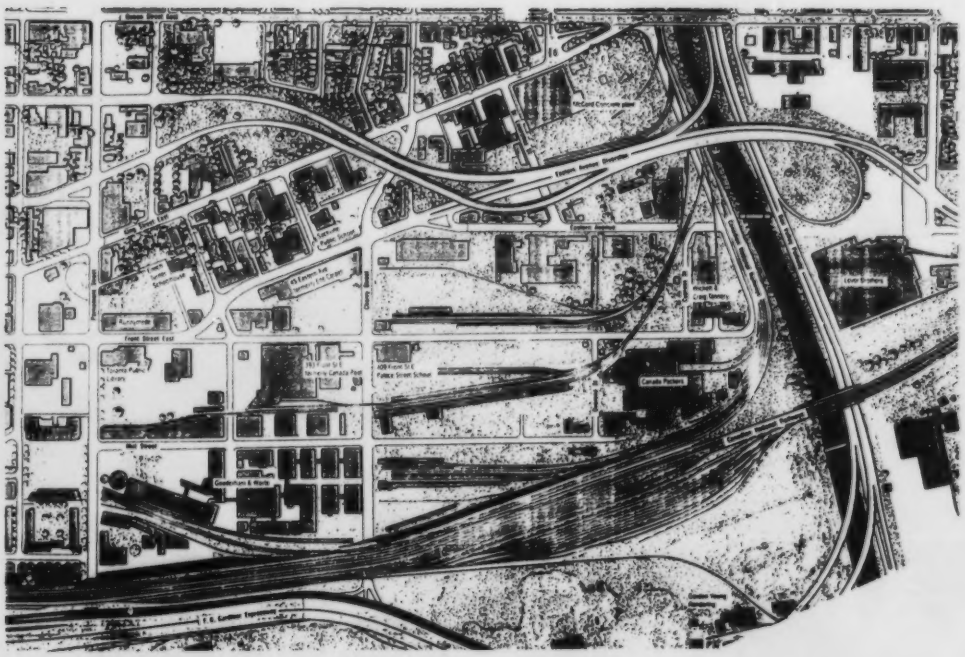


FIGURE 2 EXISTING CONDITIONS

EXPLANATION

Figures 1 and 2 show, respectively, where ATARATIRI is located and its present condition. The redevelopment site is 32.5 hectares (80 acres) in size. As indicated in Figure 3, it is bounded by Parliament Street on the west; Front Street East, Eastern Avenue, St. Lawrence Street and King Street East on the north; Bayview Avenue on the east; and the rail corridor on the south. It does not include the Gooderham and Worts distillery complex on Mill Street, west of Cherry Street. A number of industrial activities occupy the area at present, including railway yards, warehouses, factories and scrap yards.

On 13 July 1988, the City entered into a Housing Development Agreement (HDA) with the Province. The HDA assigns responsibilities between the two levels of government and establishes criteria and conditions for the ATARATIRI undertaking. Essentially, the City is acting as the planner and developer, and the Province is guaranteeing the loans necessary to acquire and redevelop the site. The Province is also committed to funding a proportion of the total number of residential units in accordance with its social housing programs.

Responding to a critical shortage of affordable accommodation, ATARATIRI's primary objective is to increase the supply of housing for low- and moderate-income households in Toronto. However, it will contain more than housing. It will be a mixed-use community, offering a full spectrum of services geared to the present and future needs of its residents, and having a stable base of industrial and commercial jobs.

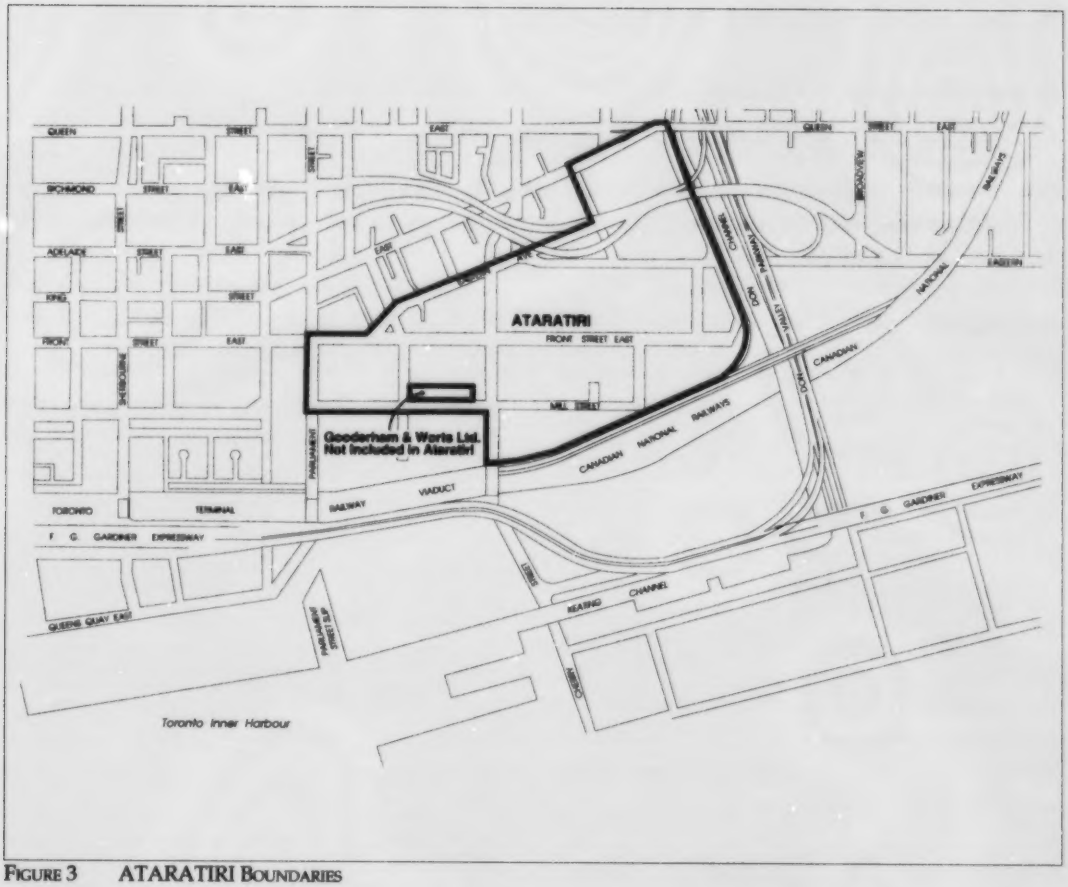


FIGURE 3 ATARATIRI BOUNDARIES

The site is entirely City-owned, approximately two-thirds of it assembled through expropriation and the remainder purchased from CP Rail and Canadian National Realty. Within a tradition of successful neighbourhood-building, ATARATIRI represents the City's most ambitious undertaking to date. Its scale and degree of public sector involvement are potential sources of controversy. Yet, as will be made clear in this Plan, ATARATIRI could not be realized by any other means. The environmental challenges of the site require a large-scale, comprehensive remediation strategy and the construction of major capital works. Unlike other large redevelopment sites in the city, such as the Railway Lands and the former Massey-Ferguson lands, ATARATIRI was a patchwork of over 40 private properties in July 1988. The rebirth of ATARATIRI initially relies on the combined efforts of the City and the Province.

Once the main planning approvals have been obtained and the necessary site clean-up and physical servicing have been completed, the governments' role in ATARATIRI's development will be greatly reduced. When construction is completed by non-profit and private sector developers, it is likely that ATARATIRI will contain upwards of 100 individual developments.

1.2 PURPOSE AND STRUCTURE OF THE PART II OFFICIAL PLAN

RECOMMENDED POLICY STATEMENTS

2 This amendment is deemed to be Part II of the Official Plan for *ATARATIRI*.

3 The text and maps of Part I of the Official Plan shall continue to apply to *ATARATIRI*, except in cases where the text or maps of this amendment are in conflict therewith, in which case the text and maps of this amendment shall prevail.

EXPLANATION

This document is the blueprint for redeveloping ATARATIRI. As described in Section 16 ("Development Controls"), the current Official Plan and zoning designations for ATARATIRI must be changed to permit the type of mixed-use development envisioned. That is the purpose of the ATARATIRI Part II Official Plan.

This section of the Plan provides background to the undertaking and describes the steps taken, and those that remain, to achieve final approval of ATARATIRI. The section that follows identifies the broader policy and development context for this process. Section 3 then recommends five fundamental principles that should underlie all of the remaining policies.

Sections 4 through 14 examine in detail different aspects of the development proposal and recommend preferred solutions to a wide range of planning issues: environmental; physical land use planning and urban design; social planning and community services; and economic development. Section 15 synthesizes the issue-specific solutions in the form of an overall land use plan for ATARATIRI. It recommends the general character, activities and physical form of each district within ATARATIRI.

Section 16 deals with the regulatory controls required to permit ATARATIRI to be developed in the proposed manner. Section 17 recommends a particular approval process to ensure the proper and timely application of these controls. Finally, Section 18 discusses some implementation issues which will have to be addressed after this Plan is approved in order for ATARATIRI to be built.

1.3 CONSULTATION AND APPROVAL PROCESS

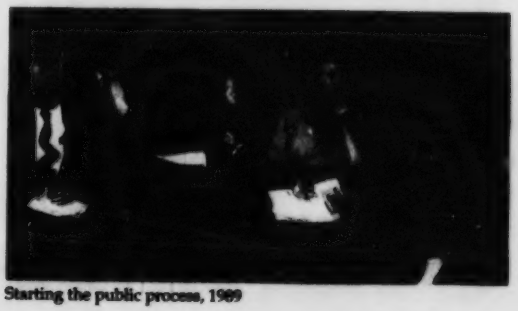
1.3.1 RESEARCH STUDIES

This Plan represents the collaborative efforts of many individuals and groups: City staff, consultants hired by the City, and members of the public. Appendix A lists all of the studies that have been commissioned specifically for ATARATIRI. Almost all of the reports produced by these studies are available in a number of public repositories for citizens to review. The locations of these repositories are identified in Appendix B. In addition to the studies listed, research for ATARATIRI has benefited from some of the concurrent work being done for Cityplan '91, the proposal by the Planning and Development Department for a new plan for the Central Area (discussed in Section 2, "Parallel Policy and Development Initiatives"). The discussions in the following sections refer to the results of the research program in explaining the policy statements that are being recommended.

1.3.2 NEIGHBOURHOOD ADVISORY COUNCIL

The public participation process for ATARATIRI has largely revolved around the Neighbourhood Advisory Council (NAC). NAC is a 19-member advisory body which was appointed by City Council in October 1988. Its primary role is to act as a "surrogate public" in advising staff and Council on all matters related to the planning and development of ATARATIRI. Its membership is intended to represent interests that are not yet located at the site since an entirely new community is about to be created.

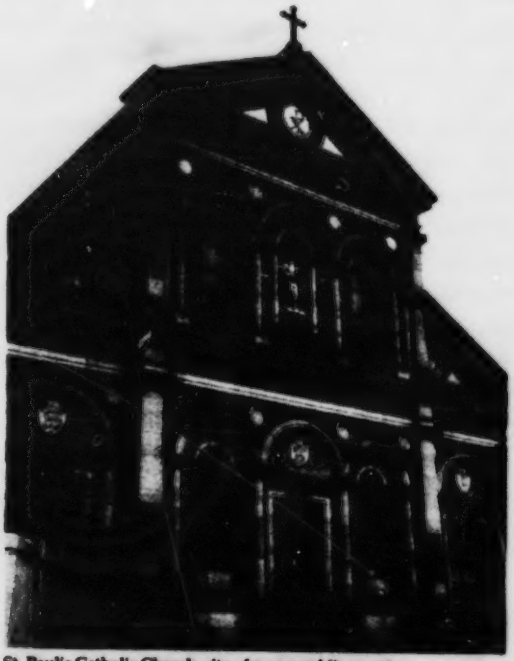
Appendix C outlines NAC's current membership. Local resident, business and industrial interests are represented by people nominated by the relevant organizations in the area. Housing providers are represented on a sectoral basis: Cityhome, community non-profit, non-profit cooperative and private market developers. Environmental and public health interests are represented by a member of the Conservation Council of Ontario and a University of Toronto epidemiologist. The director of a nearby settlement house represents social and community service concerns. A local community development worker represents community-based economic development interests. The needs and interests of the elderly and people with disabilities are represented by a planning consultant who was a founding member of the Mayor's Task Force on the Disabled and Elderly. A faculty member of the urban studies program at York University brings expertise in the quality of urban life. Finally, the political representatives on NAC are the City Councillor, Metro Councillor, public school Trustee and separate school Trustee for the area.



Starting the public process, 1989

NAC has generated public input into the ATARATIRI planning process in two ways. First, NAC has provided direct feedback. Its members have been involved in the hiring of all of the consultants who have worked on ATARATIRI, a responsibility delegated to NAC by City Council at the beginning of the research program. Study results have been reviewed by NAC members and reports revised to respond to any concerns. All major staff reports on ATARATIRI have been vetted by NAC.

Second, NAC has invited the public to its meetings and has sponsored a large number and variety of public events to evoke a broader response to the planning issues at hand. Appendix D is a chronology of NAC meetings and other occasions for citizen input. NAC has met 39 times and has held 15 public meetings, workshops and forums. Most of the more recent public events have focused on particular themes or topics, together covering all of the subject areas contained in this Plan.



St. Paul's Catholic Church, site of many public meetings

This Plan bears the unmistakable stamp of the Neighbourhood Advisory Council. It reflects NAC's philosophy, approach and sense of priorities. Many of the policy statements are directly attributable to NAC suggestions. Draft policy statements were discussed in detail at NAC working sessions on 15 January 1991 and 15 May 1991. Changes and additions were made accordingly. A near-complete draft version of this Plan was the subject of a special NAC meeting on 9 September 1991. It was approved.

1.3.3 OTHER CONSULTATION INITIATIVES

An ATARATIRI mailing list was started in January 1989 and, through phone inquiries, meeting attendance and written correspondence, has grown to over 1,200 names. The list received a good start from a public naming contest held in January, February and March 1989, which was widely advertised (ATARATIRI was initially referred to as "St. Lawrence Square"). The people on the ATARATIRI mailing list regularly receive NAC agendas, invitations to public meetings and other information related to the ATARATIRI planning process.

Public meetings are announced through notices sent to mailing list contacts, hand-delivered flyers in the neighbourhoods surrounding the ATARATIRI site (distribution to approximately 5200 households), and, for major events, advertisements in community and city-wide newspapers. Four newsletters have also been published and distributed via the mailing list and local hand-delivery. The newsletters have charted progress in planning ATARATIRI and have informed citizens on how they can become involved. The most recent newsletter, for example, explains the environmental planning review process and announces the public release of the "Environmental Evaluation Study" (EES) draft report (Acting Commissioner of Housing, September 1991), which will be discussed in Section 5 ("Environmental Remediation and Related Policies").

As well as being the subject of some of the public meetings mentioned above, the ATARATIRI site plan (in various stages of evolution) has been publicly displayed in the City Hall rotunda (25 – 29 September 1989), and in the University of Toronto School of Architecture gallery (16 October – 15 November 1989). Written comments were received and a well-attended public symposium held on 25 October 1989 at the University of Toronto.

Staff and NAC members have also spoken with several different interest groups and agencies about ATARATIRI. These include the Task Force to Bring Back the Don, the Royal Commission on the Future of the Toronto Waterfront (both described in greater detail in Section 2), the Safe City Committee (see the discussion in Section 3.2), Toronto Artscape (discussed in Section 11.4), the Mayor's Committee on Aging and the City Cycling Committee. Feedback from these and other groups has resulted in important changes to the ATARATIRI Plan.

Environmental conditions at ATARATIRI have attracted a good deal of attention. As will be described in the final part of this section, a special environmental planning process has been designed to address these issues. It has its own public review component. One significant initiative in this respect is Council's decision to provide funding for interested non-profit community and environmental groups to review the key environmental reports. Two groups have been awarded funds and are now in the process of reviewing the draft EES report.

The Toronto Waterfront Coalition, a federation of 22 neighbourhood associations and environmental groups with a special interest in waterfront issues, received $53,300 for a technical review of the background reports that support the draft EES report. Groups joining the Coalition are Citizens for a Safe Environment, Metropolitan Toronto Residents Action Committee, South Riverdale Community Health Centre, Toronto Environmental Alliance, and Toronto Field Naturalists. Dixon Hall, a neighbourhood social and family service centre in the vicinity of ATARATIRI, received $21,652 to create summaries of the draft EES report and obtain opinions about the report from a cross-section of people in the neighbourhood who will be directly affected by

the new community (including local businesses, homeless people, homeowners, tenants, teenagers and senior citizens).

Public consultation will not end with the publication of this Plan. The covering reports accompanying this Plan to the Land Use Committee and the Planning Advisory Committee recommend that the Plan be widely distributed and a public meeting held to discuss its contents. It is expected that public debate of the Plan will continue to year-end. Early in the new year, planning staff intends to report back to the Planning Advisory Committee and the Land Use Committee in the form of a Final Recommendations report. This process involves formal public meetings at City Hall, and is discussed in the last part of this section.

After the Plan for ATARATIRI is approved, the public will continue to be involved in the implementation and monitoring of ATARATIRI. This Plan recommends four formal mechanisms to ensure this will happen. In Section 5 ("Environmental Remediation and Related Policies") a public consultation and communications strategy is proposed to accompany the development of detailed soil and groundwater management plans for different areas of the site. Section 12 ("Community Services and Facilities") recommends the establishment of an ATARATIRI Community Services Council to provide advice on the planning and delivery of community services and facilities. Finally, Section 17 ("Sequencing of Approvals") prescribes two development approval requirements that directly involve the public. In order for the bulk of the family housing proposed for the eastern portion of the site to be approved for development, a post-occupancy survey of residents and workers in the western development area (which will be constructed first) must be completed and publicly discussed. At the level of the individual development block, it is recommended that the approved zoning not come into effect until an environmental inspection report has been completed and approved by the Ministry of the Environment. The environmental inspection report must then be the subject of a public meeting before Council can approve the removal of a "holding symbol" on the block in question.

1.3.4 PLANNING APPROVALS

The land use controls that apply to ATARATIRI must be amended if the proposed redevelopment is to be permitted. That is the purpose of this Part II Plan. Unlike most other developments, however, ATARATIRI requires two other sets of approvals. This is graphically represented in Figure 4. Although the three approval streams are distinct in that different external agencies are involved, all of the necessary approvals should converge with the submission of a Part II Final Recommendations report.

The environmental approval process shown in Figure 4 is a requirement of the Environmental Assessment Act Exemption Order for ATARATIRI. The Exemption Order contains 11 terms and conditions to ensure ATARATIRI becomes, and remains, a safe and healthy place to live and work. One of these conditions requires that a comprehensive environmental study be undertaken to identify environmental and human health and safety concerns associated with redeveloping the site. This study has been completed and has been released to the public in the form of the draft EES report mentioned above. Its contents and recommendations are summarized in Section 5 of this Plan. At the completion of the public review period, a final Environmental Evaluation Study report, together with a summary of public comments and responses to the comments, will be submitted to Council for approval before being sent to the Minister of the Environment for approval.

The flood plain planning process shown in Figure 4 is a requirement of the Province's policy statement on flood plain planning. According to this process, specific flood protection policies are developed by a multi-agency Technical Committee and later implemented by the City and the Metropolitan Toronto and Region Conservation

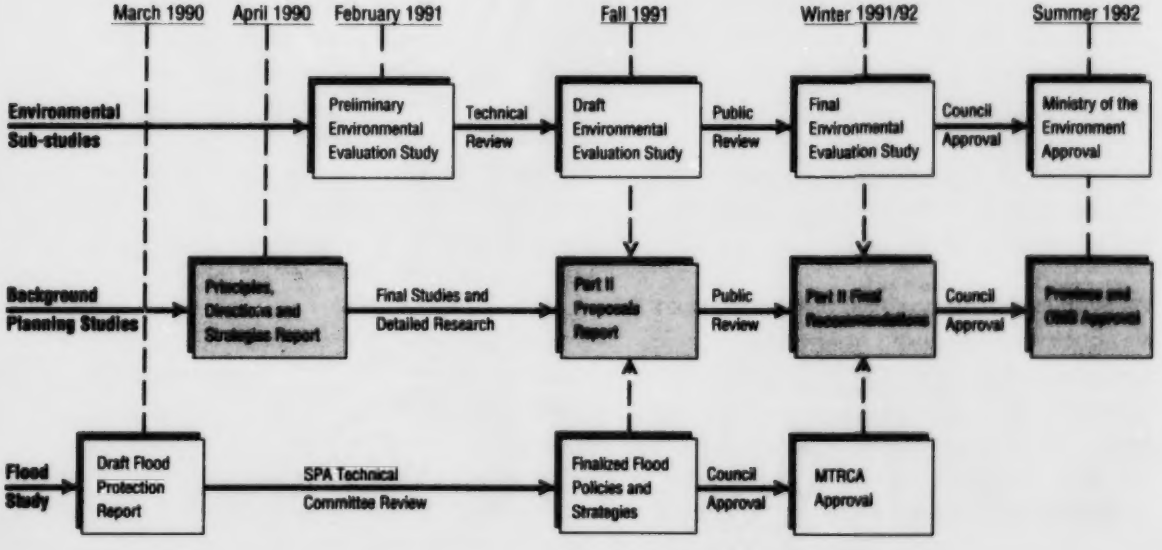
Authority (MTRCA). Termed the Special Policy Area (SPA) approval process, this is described in detail in Section 4 of this Plan ("Flood Protection and Related Policies"). This Plan contains flood-related policy statements that have been endorsed for public circulation by the SPA Technical Committee. These ultimately require the approval of the City, the MTRCA and the Province.

Work-in-progress on the ATARATIRI Plan, including the status of environmental and flood plain planning research, is described in the "ATARATIRI: Principles, Directions and Strategies" report (Commissioners of Planning and Development and Housing, 20 April 1990). "The Principles, Directions and Strategies" (PD&S) report recommends Council approval of four fundamental planning principles that had guided work on ATARATIRI up to that point. It also recommends that planning staff be authorized to proceed with the preparation of a Part II Official Plan proposals report based on the directions that are described in the PD&S report. Council approved the recommendations of the PD&S report at its meeting of 7 and 8 May 1990.

The plans and policy statements proposed in this report follow from the principles and directions recommended in the PD&S report. For example, Figure 5 is the urban design strategy recommended in the PD&S report. This formed the basis for more detailed site planning work and its influence can clearly be seen in the site plan recommended in Section 6 of this Plan ("Physical Form"). The "ATARATIRI: Principles, Directions and Strategies" report and the "ATARATIRI Site Plan" report (Kirkland Partnership, December 1990) which followed were joint recipients of the Canadian Institute of Planner's top award for planning excellence in 1990-91.

The next step after this Plan has been publicly discussed will be the preparation of the ATARATIRI Part II Official Plan Final Recommendations report, as indicated in Figure 4. The policy statements contained in the Final Recommendations report will invariably differ from those proposed in this report. The policy statements proposed here will be changed to reflect public and agency comments. They will be consistent with the recommendations of the final EES report and will reflect the SPA policies approved by the MTRCA. City

FIGURE 4 PLANNING APPROVALS PROCESS



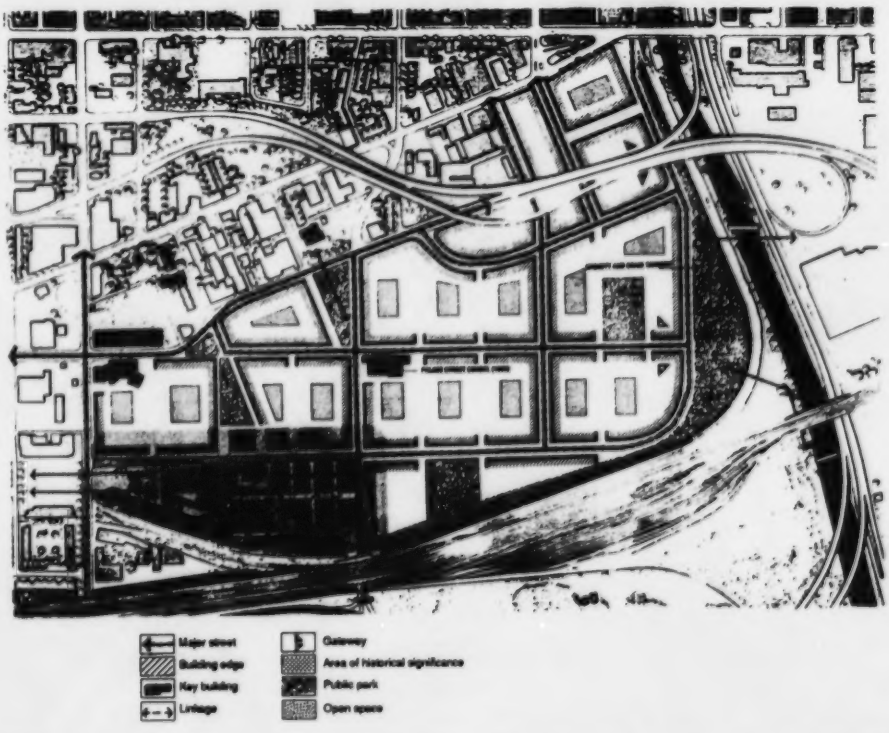


FIGURE 5 URBAN DESIGN STRATEGY RECOMMENDED IN PRINCIPLES, DIRECTIONS AND STRATEGIES REPORT

planning and legal staff intend to prepare zoning by-law recommendations to be considered by Council at the same time as the Part II Final Recommendations report. After Council approves the Final Recommendations report, the recommended Official Plan amendments will be submitted to the Ministry of Municipal Affairs for approval. An Ontario Municipal Board (OMB) hearing may be required if there are any objections to the proposed zoning by-law or requests for referral of the proposed Official Plan amendments.

A model community. Mayor Art Eggleton reviewing the ATARATIRI site model

SECTION 2
PARALLEL POLICY AND DEVELOPMENT INITIATIVES

2.1 OVERVIEW

Planning for ATARATIRI is being done within a broader policy context. In general, this Plan responds to a number of planning initiatives affecting either the entire city or large portions of it. This section will describe parallel work being done by Cityplan '91, the Royal Commission on the Future of the Toronto Waterfront and the Task Force to Bring Back the Don. In terms of more specific development proposals, the Gooderham and Worts distillery complex is also discussed because of its proximity, size and historical significance. The point to be stressed is that ATARATIRI is not being planned in isolation; this Plan will mesh with policies being developed for adjacent areas and supports broader City goals.

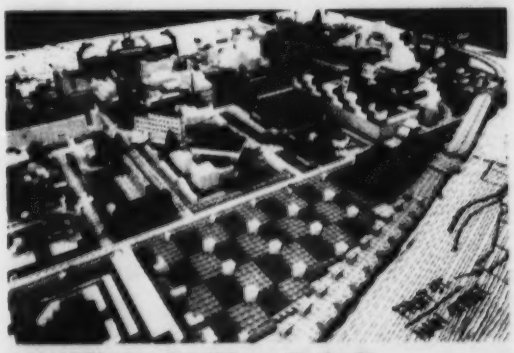
2.2 CITYPLAN '91

The 15-year term for the targets and monitoring benchmarks in the 1976 Central Area Plan is completed this year. The "Cityplan '91 Proposals" report (June 1991) was prepared by the Planning and Development Department to provide new Official Plan policies and targets to guide development into the next millennium. It has been officially released and is currently the subject of a series of public meetings and open houses. Planners will be reporting to City Council's Land Use Committee on public reaction to the Proposals report. Council will then consider which of the recommended policies should be eliminated, or changed, and whether new policies should be added. This will lead to the preparation, in 1992, of a Final Recommendations report. The approval process and time frame are very similar to those which apply to this Plan.

ATARATIRI is located within the Central Area, so any approved Cityplan '91 policies may potentially affect its development. However, in cases where there is conflict between the approved ATARATIRI Part II Official Plan and Cityplan '91, the ATARATIRI Plan policies will prevail (see Statement 3 in the previous section).

Cityplan '91 deals with many planning concerns that received little or no attention in previous Official Plan policies. For example, comprehensive environmental policies and arts policies are being proposed for the first time. Cityplan '91 explores the relationships among the many factors that shape the city. A great deal of emphasis is placed on the integration of urban design considerations, community service issues and land use planning. The development of housing is viewed in terms of its relationship with office construction and the impact of the two on the transportation system. Parks planning stresses the need for links within a comprehensive open space system.

The predominant theme of Cityplan is the need to build more housing in the centre of the city, together with necessary community supports. The Proposals report envisions a population increase in Toronto of almost 100,000 by the year 2011. This goal supports provincial objectives to curb urban sprawl, protect important



ATARATIRI in Lego from Kidsview, Cityplan '91

farmland and natural areas, and make more efficient use of existing infrastructure.

ATARATIRI has a major role in fulfilling Cityplan's ambitions and is mentioned several times in the Proposals report. The housing targets recommended in this Plan for ATARATIRI form a significant proportion of the Cityplan targets for all of the Central Area. The integrated approach to planning proposed for ATARATIRI reflects the directions recommended in Cityplan. In short, ATARATIRI will bring to life many of Cityplan's policies. Because of the large number of parallels between the two plans, Cityplan is frequently referenced in the following sections of this Plan.

2.3 ROYAL COMMISSION ON THE FUTURE OF THE TORONTO WATERFRONT

On 30 March 1988, the federal government appointed the Honourable David Crombie to act as a one-person Royal Commission to study the Toronto waterfront. Commissioner Crombie's mandate is far-reaching, but focuses mainly on issues related to the Toronto Harbour Commission; the future of the Toronto Island Airport; the effective management of federal lands within the Toronto waterfront area (particularly lands controlled by the Harbourfront Corporation); and the protection and renewal of the natural environment. The Royal Commission has published several background reports, held a series of public meetings, and has released two interim reports (August 1989 and August 1990).

On 17 October 1989, former Ontario Premier David Peterson announced broad provincial measures directed towards the planning and development of Toronto's waterfront. These included a provincial Order in Council giving David Crombie a mandate to report to the Province on waterfront issues along the western basin of Lake Ontario and to recommend ways of integrating the waterfront with upstream watersheds. With its broadened mandate, the Crombie Commission could have significant implications for ATARATIRI. Its geographical focus now encompasses part of ATARATIRI because of the site's proximity to the Don River. Reporting to both senior levels of government, Commissioner Crombie is in a position to recommend planning solutions for the lower Don River that are beyond the City's immediate jurisdiction.

Protection and renewal of Toronto's waterfront

Due to the potential relationship between this Plan and the final recommendations of the Crombie Commission, City staff has consulted on an ongoing basis with Royal Commission staff. More formally, members of the Neighbourhood Advisory Council (NAC) have made presentations to the Royal Commission during its public hearings. To date, there has been a spirit of cooperation between ATARATIRI and the Royal Commission.

ATARATIRI staff has met with staff of the Royal Commission in December 1990 and August 1991 to discuss issues related to soil remediation and flood protection in the lower Don which affect ATARATIRI, the Port, and East Bayfront. ATARATIRI staff made a presentation on the status of soil remediation plans for the site at a workshop sponsored by the Royal Commission in June 1991.

On 17 April 1990, the Chair of NAC's Environmental Subcommittee outlined the role of the ATARATIRI

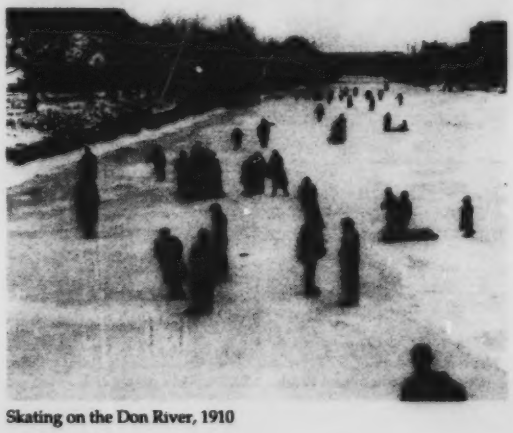
Neighbourhood Advisory Council, and the basic premises behind the planning approach it was taking. At that time, eight initial site planning concepts had been prepared and discussed in a number of public forums. The concept of the Don edge natural park that had emerged from these initial studies, and the Commission's idea of community forests, were seen to be parallel initiatives. Strategies for floodproofing the ATARATIRI site were also outlined. It was pointed out that some of these strategies, such as the continued dredging of the Keating Channel, involve various agencies and levels of government. It was suggested that the Royal Commission could assist in bringing about the necessary level of inter-agency cooperation to implement a flood protection plan for the lower Don River.

On 30 May 1990, NAC made a presentation to a hearing on Environment and Health. It addressed the various components of the "Environmental Evaluation Study" that were being carried out, in particular the need for province-wide clean-up criteria for a much broader range of contaminants than those for which guidelines now exist; the need to improve water quality in the Don to reduce or eliminate the requirement for special treatment and disposal of dredgate from the Keating Channel; the improvements to water quality in the lower Don that will occur as a result of ATARATIRI; and the concern of NAC that the industry being proposed by the Royal Commission for the Port not have a detrimental impact on air quality in surrounding areas, including ATARATIRI.

2.4 TASK FORCE TO BRING BACK THE DON

The Task Force To Bring Back The Don was established in September 1989, to bring together a wide variety of interest groups sharing a common goal of restoring the Don River. Early in its own deliberations, NAC recognized the symbiotic relationship that could exist between the proposed new community and the Don and requested City Council to endorse a clean-up of the river by the year 2001.

ATARATIRI staff has met with Task Force members on an ongoing basis to present or discuss the evolving plans for ATARATIRI and those that the Task Force is developing for the Don. Since the completion of the "ATARATIRI Site Plan" report (Kirkland Partnership, December 1990), ATARATIRI staff or NAC members have met with the Task Force on five occasions. There is a shared desire that: the banks of the Don be restored to a largely naturalistic condition; access to the valley be improved; the river be treated as part of a green space system, with upstream and downstream linkages; and a major park at the eastern end of ATARATIRI be a part of this process of improvement. These ideas are explored in more detail in Sections 6 ("Physical Form") and 13 ("Parks and Open Space"). The Task Force has several times expressed its general support of the initiatives being proposed for ATARATIRI because of their positive impact on the Don River valley.



Skating on the Don River, 1910

On 23 April 1991, the Task Force adopted a motion supporting the ATARATIRI plan, which proposes a largely natural park area adjacent to the Don River. At the request of the Task Force, ATARATIRI staff is considering the potential impact of ATARATIRI buildings on migrating birds. The main concern is the location of tall structures near the valley edge, which may obstruct migratory flight paths. As recommended in Section 15.6.3, the preliminary response has been to restrict building heights near the river in the vicinity of the Eastern Avenue Diversion.

The Task Force's report (August 1991), "Bringing Back the Don", is currently the subject of public discussion. It contains innovative proposals for improving the Don River, including the creation of wetland areas to the north and south of ATARATIRI. These ideas would seem generally to complement the recommendations of this Plan. One subject that requires further study is the potential impact on flood conditions along the lower Don. The Task Force is exploring potential funding sources to carry out detailed flood modelling of its proposals (see Section 4, "Flood Protection and Related Policies", for a fuller discussion of flood issues).

2.5 GOODERHAM AND WORTS

The Gooderham and Worts distillery complex is perhaps Canada's finest example of 19th century industrial architecture and is officially recognized at both the provincial and national levels as a historical and architectural landmark. Figure 6 shows its location immediately south of ATARATIRI, west of Cherry Street. The five-hectare (12 acres) site is owned by the British firm, Allied Lyons, which has retained a group of Toronto-based consultants to formulate a redevelopment scheme for the property. Distilling operations ceased in August 1990 and the buildings are largely unused at present. Earlier this year, the property was transferred to the Hiram Walker – Allied Vintners – Allied Lyons Pension Funds.

To ensure consistency between the planning work underway in ATARATIRI and that being pursued for Gooderham and Worts, the Land Use Committee of City Council established a citizens working committee that has overlapping membership with the ATARATIRI Neighbourhood Advisory Council. The Gooderham and Worts Subcommittee participated in the "Heritage and Land Use Planning Study" commissioned jointly by the Planning and Development Department, the Toronto Historical Board and the Ontario Heritage Commission. The study's final report (Diamond et al, July 1990) is being used as the basis for a conservation policy and planning framework for the site.

Allied Lyons has not yet filed a formal development application for its property. However, its consultants have prepared an "urban design proposal" (April 1991) which is being discussed with planning staff and the Toronto Historical Board. The aim of the discussions is to bring the proponent's development concept into harmony with the directions recommended by the City's study. There are many areas of agreement. A more detailed analysis of several specific issues is required, including: land use mix; building mass and envelopes; open space and pedestrian connections; parking and servicing; heritage conservation; and flood protection. The Gooderham and Worts Subcommittee will be involved in the final resolution of these issues.

Historic Gooderham and Worts, ATARATIRI's neighbour

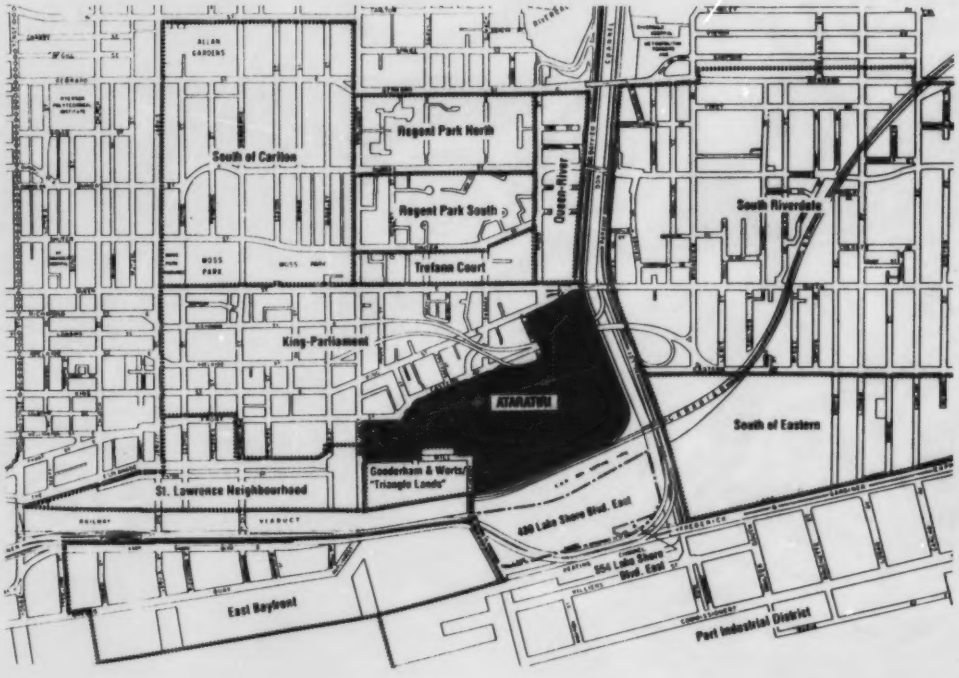


FIGURE 6 PLANNING CONTEXT

Given the proximity and scale of ATARATIRI and Gooderham and Worts, redevelopment plans for the two sites must be carefully coordinated. Council's approval of this Plan will greatly assist any future review of a development application for Gooderham and Worts. Ultimately, the two developments should complement each other and bring mutual benefits.

Section 3
Planning Principles

3.1 Overview

As mentioned in the first section of this Plan, the "Principles, Directions and Strategies" (PD&S) report recommends Council approval of four fundamental planning principles that guided the ATARATIRI work program up to that date. These principles were developed collaboratively between staff and the Neighbourhood Advisory Council, and reflect input from a series of public meetings described above. The recommended principles, as approved by Council, are: ATARATIRI should be a safe and healthy community; ATARATIRI should be an integrated community; ATARATIRI should be a diverse community; and ATARATIRI should be an accessible community. This section of the ATARATIRI Plan recommends adoption of these principles as formal Official Plan policy statements.

In recommending adoption of the PD&S report at its 30 April 1990 meeting, the Executive Committee referred a number of suggestions to staff for further consideration. It was suggested that the first principle be amended to read "a safe, healthy and ecologically sound community". Several additional directions were also proposed, mostly dealing with the conservation of natural resources and minimizing any adverse impacts of ATARATIRI on the physical environment.

Public feedback since the approval of the PD&S report reinforces the sentiments expressed by the Executive Committee. There is clearly strong support for the idea that ATARATIRI become a model community that respects the local ecosystem. Consequently, this Plan recommends formal adoption of a fifth planning principle: that ATARATIRI be a sustainable community. Section 8 ("Green Development Initiatives and Related Policies") discusses many of the other specific directions that were suggested by the Executive Committee.

3.2 A Safe, Secure and Healthy Community

Recommended Policy Statement

4 It is the policy of Council that *ATARATIRI* is to be developed as a safe, secure and healthy community. It should be protected from flooding; cleaned up in an appropriate manner; and designed to promote safety and discourage public violence.

Explanation

First and foremost, ATARATIRI should be a safe place for residents and workers. Its development should promote good health.

The most immediate concern is the local environment. Over a century and-a-half of industrial activity has left its legacy in terms of a contaminated and physically degraded site. Changing the use of these lands from heavy industry to a mixture of residential, commercial and light industry will have a direct positive impact on the local environment. Section 5 of this Plan ("Environmental Remediation and Related Policies") summarizes the results of a thorough research program of the site's environmental constraints. This Plan recommends policies and procedures to ensure that adequate site clean-up occurs.

The lower Don River presents a health and safety risk because it is subject to occasional flooding. Section 4 ("Flood Protection and Related Policies") describes the flood research that has been completed and recommends a set of policies and practices for a high level of flood protection for ATARATIRI and the east downtown.

Remediation of the physical environment alone will not ensure a safe community. The design of the neighbourhood should promote safety and discourage public violence. The street layout, organization of traffic, design of open space and basic site planning should all serve a protective function for residents and workers, especially for those who are most vulnerable – women, young children and the elderly. Community services should provide the necessary social supports for people at risk of domestic violence.

'Building the Neighbourhood' forum

The first recommendation of "The Safe City: Municipal Strategies for Preventing Public Violence Against Women" report, which was adopted by Council on 19 September 1988, calls for a policy on public safety to be incorporated into Toronto's Part I Official Plan and for an elaboration of this policy in Part II Plans. The Part II Plan for ATARATIRI will be the first application of this recommendation. In developing the policy statements contained in this Plan, the Safe City Committee was consulted, and the resulting proposals benefit from its input. Public safety is highlighted in two sections in particular: Section 6 ("Physical Form"); and Section 12 ("Community Services and Facilities").

The "Healthy Toronto 2000" report (Board of Health, September 1988) recommends that the City work towards creating physical and social environments that are supportive of health and that the City advocate a community-based health services system. Further, the City should be committed to reducing inequities in health opportunities in Toronto. The policy statements of this Plan are consistent with the goals of the Healthy City Initiative and aim to promote a healthy community within ATARATIRI.

3.3 AN INTEGRATED COMMUNITY

RECOMMENDED POLICY STATEMENT

5 It is the policy of Council that *ATARATIRI* is to be developed as an integrated community. It should be woven into the fabric of the larger city and not be an isolated development. Internally, it should be a community that is integrated physically, socially and economically.

EXPLANATION

Integration applies equally to ATARATIRI's position within the larger urban community and its internal development and organization. Externally, the new neighbourhood needs to be seen as a natural extension of the rest of the city. It should be neither socially nor physically isolated. Sections 6 ("Physical Form"), 7 ("Transportation and Circulation"), and 13 ("Parks and Open Space") describe how physical continuity can be achieved through urban design, and transportation and open space links. Section 9 ("Population and Housing") proposes housing targets to accommodate a range of households generally reflecting the city's overall social composition. In economic terms, Section 11 ("Industrial, Commercial and Institutional Uses") recommends a

balance of business opportunities in ATARATIRI that will mesh with local market trends and city-wide economic development objectives.

Internally, integration should be reflected in a community that is cohesive physically, socially and economically. The building forms should "fit" together (but not necessarily be the same), open spaces should relate well to the structures that frame them, and variety in design, scale and detail should be stimulating but not discordant. Social integration should bring together a mix of household types, income levels, special needs groups and forms of tenure in a harmonious relationship. Integration within the local economy should be promoted by a blend of non-residential uses that responds to the local demand for goods and services, and creates a stable employment base for the local work force.

3.4 A DIVERSE COMMUNITY

RECOMMENDED POLICY STATEMENT

6 It is the policy of Council that *ATARATIRI* is to be developed as a diverse community. It should include a variety of building forms and accommodate a range of uses and activities. Many different types of individuals and groups should live and work in *ATARATIRI*.

EXPLANATION

In terms of physical design, this Plan recommends a finely-textured grain of streets and blocks, and a preference for more smaller buildings rather than a few large ones. A variety of open spaces serving different needs and purposes is recommended over a single, large, undifferentiated park. This Plan makes provision for a mixture of activities occurring across the site; within individual buildings, a variety of compatible uses and users should be permitted to co-exist. In social terms, ATARATIRI should contain a broad spectrum of household types: young and old, families and singles, poor and not-so-poor, renters and owners. This Plan recommends that special attention be directed to accommodating people with special needs, including the elderly, people with disabilities, abused women and children and low-income artists.

ATARATIRI will be a diverse community

Diversity also extends to the provision of community services and job opportunities. A number of different community facilities will be needed and various providers should have roles to play in their development. A variety of light industrial and commercial activities is necessary to ensure a range of services and a selection of employment opportunities. Section 14 ("Job Development") promotes small businesses in order to reduce the community's dependence on a few large enterprises. This in turn may lead to more community control and economic autonomy.

A diverse community responds readily to change. In planning ATARATIRI, flexibility is of paramount importance. This Plan allows for adjustments as ATARATIRI's social and economic context evolves and as physical changes in the environment occur. Most significantly, this Plan recommends a dynamic planning and development process for ATARATIRI that will involve residents and workers as they occupy the area.

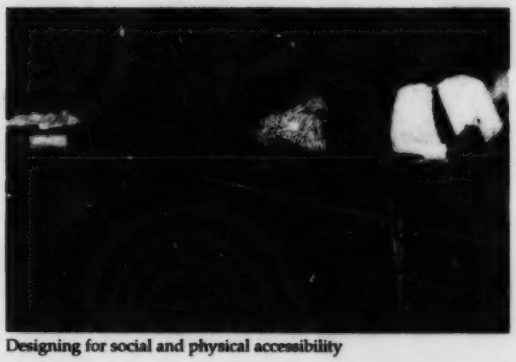
3.5 AN ACCESSIBLE COMMUNITY

RECOMMENDED POLICY STATEMENT

7 It is the policy of Council that ATARATIRI is to be developed as an accessible community. It should be well connected to the rest of the city and its buildings and open spaces should be designed to be physically accessible to people with varying levels of functional ability. In terms of social accessibility, all residents of *ATARATIRI* should be able to participate fully and equally in community life.

EXPLANATION

One aspect of accessibility has been discussed in terms of the physical integration of ATARATIRI with the rest of the city. Physical accessibility within the new community also requires that the block layout, site planning, and design of buildings and open spaces accommodate people with varying levels of functional ability. Planning a truly accessible community is more than an exercise in physical design, however. Accessibility also connotes social equity, the ability of all members of society to participate fully and equally in community life. If ATARATIRI is to welcome the participation of a broad range of residents and workers, the necessary social supports must be available. This need will be heightened as the city's population continues to grow with the influx of immigrants speaking different languages and with varying literacy levels.



Designing for social and physical accessibility

3.6 A SUSTAINABLE COMMUNITY

RECOMMENDED POLICY STATEMENT

8 It is the policy of Council that *ATARATIRI* is to be developed as a sustainable community. It should foster economic and social development while conserving resources and enhancing the quality of the ecosystem. In developing *ATARATIRI*, Council shall seek to meet the needs and aspirations of the present while ensuring the ability to meet those of the future.

EXPLANATION

The idea of "sustainable development" was widely publicized by the report (1987) of the World Commission on Environment and Development (commonly known as the Brundtland Commission) titled "Our Common Future". The report asserted that "sustainable development seeks to meet the needs and aspirations of the present without compromising the ability to meet those of the future". This concept has been incorporated into Policy Statement 8 above.

A good deal of discussion has occurred recently on what a "sustainable community" is. Most proposals include themes of conservation, respect for the physical environment, and sensitivity to the needs of society now

and in the future. In applying these principles to identify an optimal urban form, the Urban Development and Commerce Task Force of the Ontario Round Table on Environment and Economy has suggested the following objectives: intensification of land uses; mixed-use development; urban design supportive of transit; energy efficient urban design and building design; use of alternative technologies; and the retention, enhancement and integration of the natural environment with the built environment. All of these objectives are supported in the following sections of this Plan.

Looking to a green future

SECTION 4
FLOOD PROTECTION AND RELATED POLICIES

4.1 OVERVIEW

Almost all of ATARATIRI lies within the lower Don River flood plain, as defined by the Metropolitan Toronto and Region Conservation Authority (MTRCA). Policies of the Province and the MTRCA place severe restrictions on development in flood plains. There are circumstances, however, under which development may be permitted, subject to certain conditions, including the provision of various means of flood protection. City staff has been exploring these possibilities with the approving authorities over the past three years.

At the outset, it was necessary to reach a better understanding of the hydrology of the lower Don and the potential impacts of various levels of flooding under different conditions. The results of the initial flood research program are reported in the "ATARATIRI: Principles, Directions and Strategies" report. The first flood study had ATARATIRI as its primary focus within the larger flood plain. It employed a computer model that has limitations when applied to a flood channel not clearly bounded by valley walls and in which flows can not be assumed to be one-directional.

Model of the lower Don River flood plain

The City's consultants, with the agreement of the other flood plain planning agencies, then used a dynamic, two-dimensional model in a follow-up study of the entire lower Don River flood plain. The results were different enough for that part of the flood plain in which ATARATIRI is located to cause the earlier research to be re-evaluated. The City's consultants were also engaged by the Metropolitan Toronto and Region Conservation Authority (MTRCA) to review the hydrology of the Don River in order to revise, if necessary, estimates of the Regional Storm flow. As explained in more detail in subsection 4.2.2, the Regional Storm forms the basis for determining regulatory flood levels. Concurrent with this new generation of computer modelling, the Ministry of Natural Resources (MNR) commissioned the development and testing of a physical model of the lower Don River flood plain.

Figure 7 shows the estimated extent of flooding under existing conditions for the Regional Storm. The flood lines were generated by the more recent two-dimensional Diffusion Hydrodynamic Model and are based on a modified peak flow for the Regional Storm event (reflecting the results of the MTRCA-commissioned study). With the exception of some localized effects, the MNR physical model generally corroborates the results illustrated in Figure 7. Compared to earlier study results, these newer studies show the level of flooding across ATARATIRI to be significantly lower, but the general extent of the flood plain to be much greater. While previous research could not accurately depict flood impacts west of ATARATIRI, it is now clear that a Regional Storm would cause severe flooding of the East Downtown and East Bayfront areas, as well as inundate most of the Port and lands on the east side of the Don to a point just past Woodfield Road.

FIGURE 7 APPROXIMATE EXTENT OF FLOODING – EXISTING CONDITIONS

4.2 SPECIAL POLICY AREA DESIGNATION

4.2.1 SPECIAL POLICY AREA

RECOMMENDED POLICY STATEMENTS

9 A Special Policy Area (SPA) is an area of land, located within a flood plain, on which there is existing development that forms an integral part of an existing flood-prone community.

Provincial Flood Plain Planning policies generally prohibit development below the level of the *Regulatory Flood*, as determined by the Metropolitan Toronto and Region Conservation Authority (MTRCA). However, these policies recognize that, in unique circumstances, portions of the flood plain can be developed and redeveloped in relative safety with adequate attention to floodproofing, access and with minimal adverse effects on the watershed.

In some cases, where it is possible to floodproof structures to the level of the *Regulatory Flood*, selective application of a Two Zone Concept (floodway/flood fringe) is permitted. In Toronto, the nature of the lower Don River flood plain limits the applicability of this concept at this time. Without the construction of major flood remedial works, it is neither technically feasible nor practical to floodproof structures to the level of the *Regulatory Flood* in extensive portions of the flood plain.

In accordance with the Provincial policies, Council recognizes that the concept of a *Special Policy Area* is the most appropriate approach under these circumstances. Under this approach, the historical development of the city within the flood plain is recognized as vital to the social and economic well-being of the city. The continued viability of this area depends on a reasoned application of the provincial standards for flood plain management. Therefore, the provincial policy, as it relates to lands designated SPA, has made provision for permitting new development, redevelopment, rehabilitation of and addition to existing structures, and also in exceptional situations, for relaxation of the Provincial standards.

SPA designation provides for development applications to be considered by the MTRCA and the City where there is the acceptance of a higher degree of flood risk than would normally be accepted. Approval of any such development is conditional upon floodproofing measures satisfactory to the MTRCA in consultation with the City. The implementation of these measures will be a condition of development approval by the City.

10 **The area of *ATARATIRI* designated a *Special Policy Area*, and, to which the SPA policies of this section of this Plan apply, is shown on Figure 8 as that area that is contained by both the line circumscribing the boundary of *ATARATIRI* and the line circumscribing the extent of the *Regulatory Flood* under existing conditions.**

EXPLANATION

The provincial flood plain planning policies identify three approaches to flood plain management: the One Zone concept; the Two Zone concept; and the Special Policy Area (SPA) concept. The One Zone concept basically prohibits or restricts all new development in flood plains. The Two Zone concept makes a distinction between the floodway portion of the flood plain and the flood fringe. The floodway is treated in the same manner as the One Zone concept (new development is prohibited or restricted), but new development may be permitted in the flood fringe, provided it is protected to the level of the regulatory flood. The concept of SPA status is only considered where strict adherence to the One Zone or Two Zone approach is not feasible.

The existing topography of the lower Don flood plain, altered by past channelization and filling activities, does not permit the differentiation between a floodway and flood fringe. Once the artificial banks of the Don are breached, flood waters basically flow in all directions over a relatively flat plain. The darker shaded areas in Figure 7 indicate areas that would be flooded to a depth of over one metre under the Regional Storm. It would be extremely difficult to floodproof structures in these areas to withstand this level of potential flooding.

Table 1 summarizes selected information for properties that would be affected by these flood waters if a Regional Storm were to occur. Almost 3,800 dwelling units are susceptible to flooding under a Regional Storm. Over 900 businesses, employing over 23,000 employees, are flood vulnerable. Clearly, there is a considerable amount of existing development in the lower Don flood plain that requires protection. The ATARATIRI site is an integral part of this developed flood plain. Indeed, ATARATIRI was home to some of the first businesses and residences to become established in Toronto; it has been continuously occupied for approximately 150 years. SPA status warrants consideration, therefore, in order to protect existing development and permit the continued evolution of ATARATIRI as a viable community.

Although application of the Two Zone concept is limited under existing conditions, it is possible that flood remedial works now being contemplated may sufficiently modify the character of the flood plain to justify consideration of the floodway/flood fringe approach. The SPA policies for ATARATIRI should anticipate this eventuality.

TABLE 1 FLOOD IMPACTS OF A REGIONAL STORM UNDER EXISTING CONDITIONS

	No. of Properties	Dwelling Units	No. of Businesses	No. of Workers
Areas Flooded less than One Metre				
West of Don	113	273	321	9,695
East of Don	798	809	361	10,366
Total	**911**	**1,082**	**682**	**20,061**
Areas Flooded more than One Metre				
West of Don	222	2,708	214	2,421
East of Don	18	0	13	554
Total	**240**	**2,708**	**227**	**2,975**
Total Areas Flooded				
West of Don	335	2,981	535	12,116
East of Don	816	809	374	10,920
Total	**1,151**	**3,790**	**909**	**23,036**

Sources: *Flood Protection Options for the ATARATIRI Development (MMM, January 1991)*
City of Toronto Central Property Register (March 1991)

The recent flood research results confirm the importance of viewing the lower Don flood plain in a comprehensive fashion. Now that there is a clearer understanding of the local hydrology and the impacts, on all parts of the flood plain, of various flood remedial works, it is possible to develop flood-related policies for ATARATIRI that will not prejudice emerging policies affecting the other areas. In fact, the MTRCA has approved a set of interim flood plain planning procedures for the spill zones outside of ATARATIRI which anticipate the imminent development of permanent SPA policies. These interim procedures have now been forwarded to the City with a request for approval. It is expected, therefore, that policy recommendations applying to all development in the lower Don flood plain will follow shortly upon the ATARATIRI-focused policies contained in this Plan. In the meantime, it is important that the City and the other approving authorities ensure that no actions are taken that will compromise the ability to implement policies in the future aimed at overall flood plain management. This is discussed later in this section.

Provincial flood plain planning implementation guidelines call for the establishment of a Technical Committee to develop policy recommendations for SPAs. Such a Technical Committee has been in formal existence since the City received approval-in-principle, in December 1989, of an SPA designation for the lower Don River. The SPA Technical Committee comprises staff representatives from the City, Metropolitan Toronto, MTRCA, MNR, the Ministry of Municipal Affairs (MMA) and the Ministry of the Environment (MOE). The Technical Committee has reviewed the policy statements proposed in this section of the Plan. It is likely that the statements will undergo further adjustments as the Committee continues to meet. While they may not represent the final set of approved policies, the SPA Technical Committee has approved their circulation for the purposes of public discussion.

4.2.2 DEFINITIONS

RECOMMENDED POLICY STATEMENTS

11 For the purposes of the SPA flood plain planning policies as they apply to *ATARATIRI*, the term *Regulatory Flood Level* shall mean the level (geodetic elevation) reached by flood waters during a *Regulatory Flood* as calculated by the Metropolitan Toronto and Region Conservation Authority. The *Regulatory Flood* shall describe a flood which results from a rainfall event of Regional Storm intensity and duration as defined in the applicable Ontario Regulation and calculated by the Metropolitan Toronto and Region Conservation

Authority, which causes a rate of flow of approximately 1460 cubic metres per second in the Don River at the Queen Street East bridge.

12 **The term *350 Year Flood* shall mean that flood, based on analysis of precipitation, snow melt, or a combination thereof, having a return period of 350 years on average, or having a 0.3% chance of occurring or being exceeded in any given year.**

13 **For the purposes of the SPA flood plain planning policies as they apply to *ATARATIRI*, the term *Floodway* shall mean the area of land in and adjacent to *ATARATIRI* on the west bank of the Don River that is east of an earth fill embankment to be constructed on the eastern portion of *ATARATIRI* for flood protection purposes. The earth fill embankment is described in Statement 19.**

14 **Figure 8 shows the following:**

- **the lands within *ATARATIRI* that are below the *Regulatory Flood Level* under existing conditions, assuming no additional flood control measures have been implemented, which lands comprise the *ATARATIRI* portion of the lower Don River SPA;**

Toronto Inner Harbour
Extent of 350 Year Flood Under Existing Conditions
Extent of Regulatory Flood Under Existing Conditions
Floodway with Remedial Works in Place
Ataratiri Boundary

FIGURE 8 PROPOSED ATARATIRI SPA DESIGNATIONS

- **the extent of the *350 Year Flood* in the vicinity of *ATARATIRI* under existing conditions; and**
- **the lands within the *Floodway*.**

Council recognizes that the areas shown on Figure 8 are approximate in extent and may change as a result of the construction of flood remedial works. The final determination of their boundaries shall be made by the Metropolitan Toronto and Region Conservation Authority.

EXPLANATION

The Regional Storm has been defined for the Toronto area as an event replicating the amount and distribution of rainfall produced in 1954 by Hurricane Hazel. This would normally be the basis for determining the regulatory flood level to which new development/ redevelopment in a flood plain must be protected. In the case of the Don River, the assumption is made that the Regional Storm would be centred over its watershed, rather than over the Humber River watershed as was the case in 1954. Unlike the provincial policies that apply in the Two Zone approach, it is possible through an SPA designation to contemplate a lower level of flood protection. MTRCA policy is that the minimum required level of protection is the 350 year flood, if it is demonstrated that protection to the regulatory flood level is not technically feasible or practical. The 350 year flood implies an approximate 25% risk of flooding of any structures over an assumed life span of 100 years. As will be discussed below, the recent flood studies have demonstrated that Regional Storm protection for all areas of ATARATIRI that are proposed for development is only feasible through a combination of filling, channel dredging and floodway enhancement – and at some cost.

Flooded street in downtown Toronto, 1914

The revised hydrograph of the Regional Storm predicts an estimated flow of 1460 cubic metres per second at the Queen Street bridge. To indicate the relative magnitude of this figure, it is worth noting that the maximum flow recorded for the lower Don during the 45 years that measurements have been taken is 207 cubic metres per second, one-seventh of the rate of flow associated with the Regional Storm. Protecting to the level of flooding associated with the Regional Storm, therefore, anticipates a "worst case" scenario.

As discussed earlier, the lower Don does not have a distinguishable floodway and flood fringe. The effect of the remedial works recommended by the current flood studies (described in Section 4.3) will be to create an artificial floodway along the west bank of the Don which will have the capacity to accommodate most of the flows caused by a Regional Storm. Under these circumstances, it will be appropriate to apply the more restrictive policies associated with the Two Zone approach.

4.3 DEVELOPMENT APPROVAL REQUIREMENTS

Due to the potential depths of flooding to which ATARATIRI is susceptible, adequate flood protection will require a combination of large scale remedial works and some building-specific floodproofing. The major

remedial works are described in the following subsection. Subsequent subsections then describe the levels of protection that will be required for various types of developments while the major remedial works are being implemented. As this is occurring over time, the need for building-specific flood protection measures will be reduced and, eventually, eliminated. Consequently, the conditions of development will change with each phase of construction within ATARATIRI. This subsection recommends, therefore, that flood protection plans be developed for each development sub-area within ATARATIRI in order to specify a combination of flood protection measures that is appropriate for the sub-area at the time of construction.

RECOMMENDED POLICY STATEMENTS

15 Council shall use its powers of regulation under the Planning Act to ensure that all development in *ATARATIRI* that is subject to flooding under the *Regulatory Flood* conforms with an approved *Flood Protection Plan*. A *Flood Protection Plan* shall identify alternative flood damage reduction measures, listed in the following order of priority:

- **required flood control remedial works shall be completed, based on the appropriate phasing of the minimum flood protection package described in Statement 18;**
- **dry, passive floodproofing measures shall be implemented to the extent technically and/or practically feasible; and**
- **wet floodproofing measures may be permissible to minimize flood risk and/or to meet the minimum level of flood protection required.**

16 Council shall use its powers of regulation under the Planning Act to ensure that all applications for development approval involving lands in *ATARATIRI* that are subject to flooding under the *Regulatory Flood* shall be accompanied by engineering studies, prepared by a qualified professional, detailing such flood-related matters as may be required by the Metropolitan Toronto and Region Conservation Authority and by the City.

17 Where the general intent of the flood plain planning policies of this Plan is maintained, minor adjustments during the implementation by by-law, plan of subdivision, site plan, or specific development application may be considered by Council to not require an amendment to this Plan provided that such minor adjustments are acceptable to the Metropolitan Toronto and Region Conservation Authority.

EXPLANATION

The flood damage reduction alternatives listed in Statement 15, and the priorities assigned, reflect the proposed MTRCA Flood Plain Planning Policy Guidelines for SPAs currently under discussion among the local municipalities within the MTRCA's jurisdiction. Section 16 ("Development Controls") describes the various land use controls at the City's disposal to implement this recommendation, and Section 17 ("Sequencing of Approvals") outlines in detail the order and method of implementation.

Statement 16 also follows directly from the policy guidelines prepared by MTRCA staff. Section 17 contains recommendations on how this and other flood related provisions can be secured through the development approval process; the recommended Planning Act requirements reinforce the authority already resting with the MTRCA under The Fill, Construction and Alteration to Waterways regulation of the Conservation Authorities Act.

4.4 REMEDIAL WORKS

Figure 9 shows the general locations of a number of possible flood remedial works that are being considered by the SPA Technical Committee. The various undertakings are interconnected in terms of their impact and build upon each other. To be effective, a "package" of options must be selected, rather than having a random choice of some and not others. This subsection recommends a minimum flood protection package and a procedure for exploring more extensive remedial measures. It also recommends some initial implementation strategies.

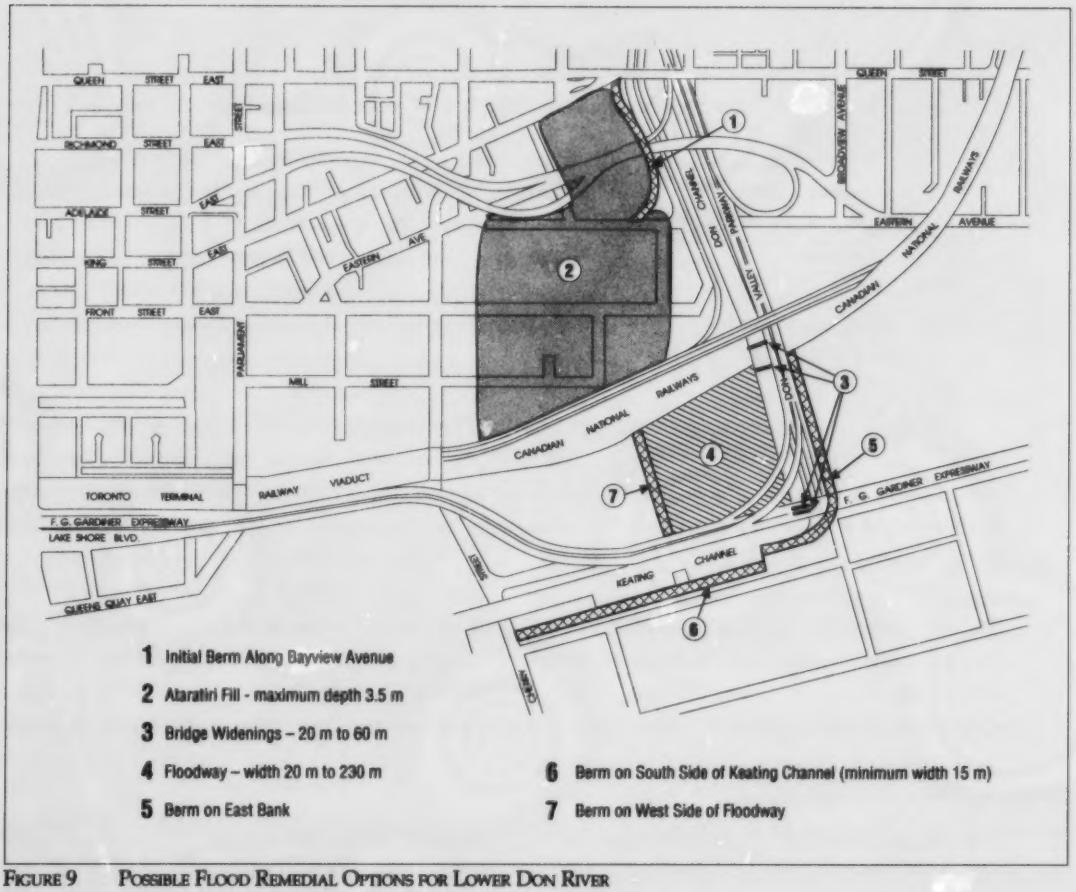

QUEEN STREET EAST
RICHMOND STREET EAST
ADELAIDE STREET EAST
KING STREET EAST
FRONT STREET EAST
PARLIAMENT STREET
MILL STREET
TORONTO TERMINAL
RAILWAY VIADUCT
F. G. GARDINER EXPRESSWAY
LAKE SHORE BLVD.
QUEENS QUAY EAST
EASTERN AVE.
BAYVIEW AVENUE
DON VALLEY PARKWAY
CANADIAN NATIONAL RAILWAYS
KEATING CHANNEL
1 Initial Berm Along Bayview Avenue
2 Ataratiri Fill - maximum depth 3.5 m
3 Bridge Widenings – 20 m to 60 m
4 Floodway – width 20 m to 230 m
5 Berm on East Bank
6 Berm on South Side of Keating Channel (minimum width 15 m)
7 Berm on West Side of Floodway

FIGURE 9 POSSIBLE FLOOD REMEDIAL OPTIONS FOR LOWER DON RIVER

4.4.1 MINIMUM FLOOD PROTECTION PACKAGE

RECOMMENDED POLICY STATEMENT

18 It is the policy of Council that the minimum flood protection package for ATARATIRI will comprise the following:

- **placement of fill on part of the *ATARATIRI* site, as described in Statement 19;**

- **widening the openings of the Canadian National Railways (CNR) bridge, and the utility bridge, Toronto Terminals Railways bridge and Lake Shore Boulevard East bridge south of the CNR bridge, by a minimum amount sufficient to offset any adverse upstream or downstream impacts that would result from the placement of the fill referred to above; and**
- **the construction of a floodway on the west bank of the Don River channel between the CNR bridge and the Keating Channel of a minimum appropriate width to convey the additional flows permitted by the bridge widenings referred to above.**

The various components of the minimum flood protection package will be constructed over time as development occurs in *ATARATIRI*. Council shall ensure that the components are appropriately sequenced.

The above-noted flood protection package shall not preclude the possibility of more extensive flood protection packages in the future if deemed necessary by the SPA partners to provide a higher level of protection for other parts of the lower Don River flood plain.

EXPLANATION

The flood protection package described in Statement 18 is based on the latest flood research results. Essentially, it would protect all of the flood plain on the west side of the Don and result in no additional flooding on the east side of the Don and south of the Keating Channel. It has been agreed upon by the members of the SPA Technical Committee.

Figure 10 shows the effect that the recommended minimum package would have on the lower Don flood plain. The most dramatic impact would occur on the west side of the Don River, where all land outside of the proposed floodway would be removed from the flood plain altogether. Overall, the area prone to flooding under the Regional Storm would be reduced by 30%.

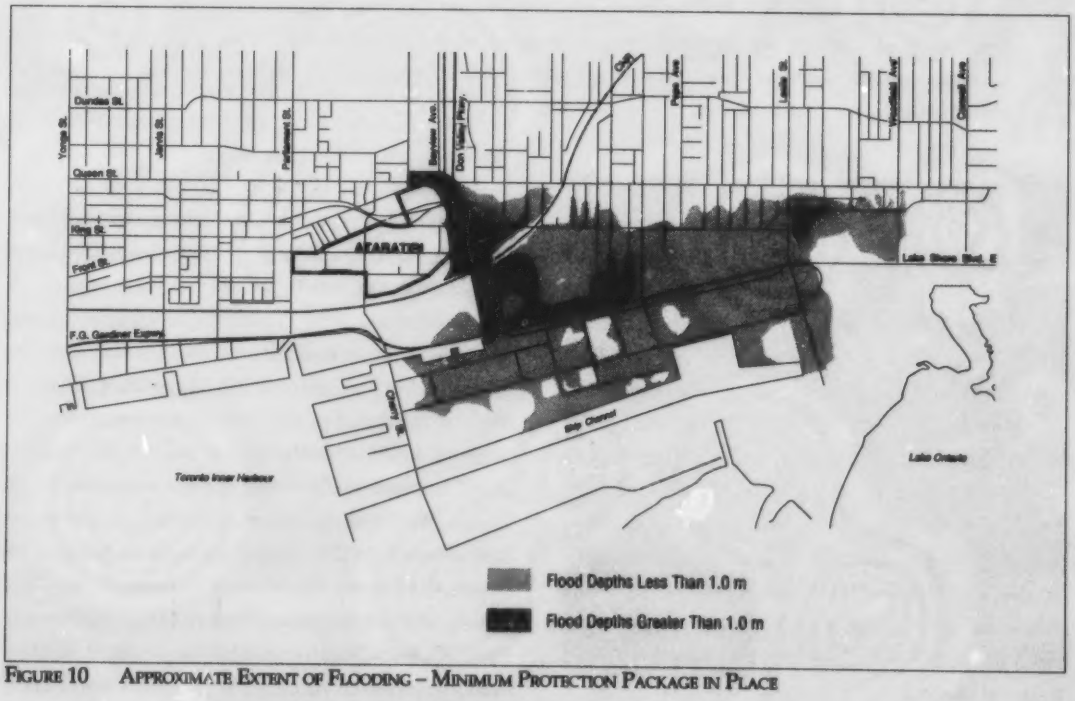


FIGURE 10 APPROXIMATE EXTENT OF FLOODING – MINIMUM PROTECTION PACKAGE IN PLACE

Because the area that is benefited (i.e., the west side) is more intensively developed, the total number of dwelling units susceptible to flooding would be lessened by 70%. The number of potentially flooded businesses would be halved, as would the number of affected employees. Of particular importance is the area on the west side that is currently susceptible to flood depths in excess of 1.0 metre. The one metre mark is significant according to provincial flood plain planning policies because it represents the upper limit for emergency evacuation and personal safety. Flood waters deeper than one metre are associated with increased risk of loss of life. Unfortunately, as demonstrated by Figure 7, most of the St. Lawrence Neighbourhood is currently subject to flooding of this magnitude. In addition to 2,700 housing units (accommodating approximately 5,400 residents), there are two elementary schools, a day care centre, a hydro transformer substation and other utilities and community facilities that are threatened by severe flooding. With the minimum flood protection package in place, all of St. Lawrence would be dry under a Regional Storm.

The cost of the ATARATIRI fill component of the minimum package is estimated to be $2.8 million (1990 dollars). The engineering costs of the remaining works recommended in the minimum package is $12.8 million, bringing the total cost of the package to $15.3 million (1990 dollars), exclusive of any possible land acquisition or soil remediation costs.

4.4.2 ATARATIRI FILL

RECOMMENDED POLICY STATEMENT

19 It is the policy of Council to ensure the construction of an earth fill flood embankment in the eastern portion of *ATARATIRI* to a maximum height of approximately 3.5 metres above existing grade, as allowed by local topographic constraints, as shown in Figure 9. As development occurs in *ATARATIRI* in the area proposed for the placement of fill, finished grade levels will be brought up to the flood design level of the fill.

Placement of any earth fill shall not commence until a decommissioning strategy for the underlying soil has been adopted through the approval by the Ministry of the Environment of an appropriate *Soil and Groundwater Management Plan*, as described in Statements 54 and 250 of this Plan, and the required soil remediation, if any, has occurred.

EXPLANATION

The most significant flood remediation option involves raising the finished grade elevation on the west side of the Don River through placement of fill on the ATARATIRI site. The tie-off points for the fill would be the Queen Street bridge abutment to the north and the raised CNR tracks to the south. The maximum feasible height of the fill is determined by the elevation of the King/Queen Streets intersection; filling above this elevation becomes ineffectual because flood waters are able to enter the site behind the embankment from the north, via the Bayview Avenue exit to this intersection. At the point that any flood waters might overtop the proposed fill, the earth embankment would have contained a rate of flow equal to 92% of the flow from a Regional Storm.

In order to coordinate soil remediation and construction phasing, it is proposed that the flood remedial works be staged. First, a partial flood embankment in the form of a large berm would be constructed along the proposed Bayview Avenue and Eastern Avenue realignments (described in Sections 6 and 7). This would allow for early construction of the new road network serving regional traffic, after the fill has had suitable time to settle (approximately one year). This amount of fill, in this location, will not cause any adverse upstream or downstream impacts. No additional filling would be required to develop most of the first phase of ATARATIRI because this development phase will largely take place west of Cherry Street, outside of the proposed fill area.

As development proceeds in a general west-to-east direction past Cherry Street, soil would be cleaned up and excavation for new buildings would occur. Below grade services would be located along the proposed street grid and the roads (new and existing) would be constructed on top of the required level of compacted fill. During the construction of each development block, finished grades would be brought up to the recommended flood elevation. With the completion of the most easterly development blocks, a continuous gradient would be achieved from approximately Cherry Street to the easterly limit of an extended River Street (described in detail in Section 7, "Transportation and Circulation").

4.4.3 DREDGING

RECOMMENDED POLICY STATEMENT

20 **It is the policy of Council to participate with the Metropolitan Toronto and Region Conservation Authority (MTRCA) and other appropriate agencies and governments to continue, as required, maintenance dredging of the Keating Channel for flood control purposes.**

Council agrees to share in any future financing arrangements that recognize the incidence of dredging benefits, upstream responsibilities, and the historical role and current responsibilities of regional agencies and other governments. The City will participate in negotiations initiated by the MTRCA to identify funding partners and to apportion costs.

EXPLANATION

The Keating Channel has required regular dredging since it was constructed in 1920. Dredging has a significant positive impact on potential flood depths along the lower Don River and is necessary to maintain navigable depths in portions of the harbour. The current cost-sharing arrangement among the MTRCA, Transport Canada and the Toronto Harbour Commission is about to expire. The total annual cost is estimated at around $500,000 to $600,000. Although the City has not historically participated in the dredging program, it would be reasonable for the City to assume some financial responsibility because it realizes some of the benefits. However, any future cost-sharing agreement must take a watershed approach to assigning costs since most of the sediment load of the Don originates outside of the city's boundaries.

The Task Force to Bring Back the Don and the Royal Commission on the Future of the Toronto Waterfront have advanced innovative proposals for restoring the mouth of the Don to a more natural state, and, perhaps, eliminating the Keating Channel. The above policy statement is not intended to preclude the possibility of these events occurring in the future. It is assumed that any radical reconfiguration of the mouth of the Don would have to take into account potential upstream flooding impacts. While the dredging of the Keating Channel may eventually become unnecessary, it is unclear at this point whether other controls on sedimentation would be required.

Keating Channel at the mouth of the Don River

FURTHER ACTION

The appropriate City officials should participate in negotiations with the Metropolitan, Provincial and Federal governments and their relevant agencies, boards and commissions to determine a "fair share" costing arrangement for dredging the Keating Channel.

4.4.4 OFF-SITE REMEDIAL WORKS

RECOMMENDED POLICY STATEMENTS

21 It is the policy of Council to give priority to the flood control measures outside of *ATARATIRI* identified in the recommended minimum flood protection package, and to participate with the Metropolitan Toronto and Region Conservation Authority, the Province and other appropriate governments and agencies in implementing these measures. These flood control measures shall be undertaken in as expeditious a manner as possible and with a view to obviating any possible adverse upstream or downstream impacts that may otherwise result from placing fill on the *ATARATIRI* site.

22 On the basis of engineering studies carried out prior to implementing the recommended off-site flood remedial works, Council may, with the concurrence of the other SPA partners, opt for works more extensive than those contained in the minimum flood protection package.

23 It is the objective of Council that any lands within the lower Don River flood plain required for potential flood mitigation works, as determined by the Special Policy Area Technical Committee and generally as shown on Figure 9, shall be reserved or designated for this purpose. Council shall use its available powers to prevent the inappropriate development of these lands. Council recognizes the possible limits to its authority in this respect and advocates that other appropriate governments, agencies, boards and commissions identify and agree to exercise the necessary development control mechanisms at their disposal to further this objective.

EXPLANATION

While the proposed fill in ATARATIRI would result in removing most of the area west of the river from the flood plain, it would cause increased flooding, under Regional Storm conditions, in the other areas if no other remedial works were undertaken. If the ATARATIRI fill were put in place in isolation, some additional land on the east side of the Don would become susceptible to flooding under the Regional Storm. Expansion of the existing flood plain would occur mostly through finger-like extensions north of Eastern Avenue, affecting approximately 361 additional dwelling units. The maximum increase in flood depths would be 0.2 metres in the area east and south of the CNR line, and 0.5 metres in the triangle of land between the east bank of the Don and the CNR line.

Provincial and MTRCA policies prohibit any actions in a flood plain that have adverse upstream or downstream impacts. The City's flood consultants estimate that opening the downstream bridges by an additional 20 metres and constructing a floodway of the same dimension would lower flood levels under the Regional Storm and more than compensate for the impact of the ATARATIRI fill.

As described in the previous subsection, most of the ATARATIRI fill will not be placed on the site until after the first phase of development has been completed. This allows time for construction of the off-site works to commence, preventing any adverse impacts from the later placement of fill. The City's flood

plain planning consultants are currently engaged in a detailed engineering feasibility study of the off-site remedial works.

As a result of detailed engineering studies, it may be determined that a more ambitious flood protection program is appropriate to further reduce the risk of flooding in areas to the south and east of ATARATIRI. The flood consultants have indicated how this may be achieved through additional channel widenings, floodway construction and diking. The costs would be high (up to approximately $60 million in total, exclusive of land acquisition and soil clean-up costs) and would require the cooperation of many governments, agencies and property owners. As recommended in Statement 22, these additional considerations should be resolved by the SPA Technical Committee and should be addressed by the final set of SPA policies to be recommended by the Technical Committee. At this juncture, therefore, it is sufficient to indicate that the City is committed to exploring means of flood mitigation beyond that required for ATARATIRI. If it is decided to undertake more extensive measures, it is important to make this decision before the ATARATIRI-related works are completed to ensure efficient implementation and to avoid redundant or sequential construction.

Some of the lands shown on Figure 9 that are potentially required for flood remedial works are owned by the City of Toronto. The City should not permit any development of these municipally-owned properties that may interfere with their use for flood protection purposes. The City has less control over properties it does not own. Depending on the nature of the application, the City may not be in a legal position to prevent a development proposal on flood-related grounds alone. If, for example, a proposal conforms with the relevant Official Plan and Zoning By-Law designations, it would be difficult for the City to refuse a development review application or an application for a building permit on the grounds that the property may be needed in the future for flood protection purposes.

The MTRCA, through its powers under the Conservation Authorities Act, and the Province, through its authority under the Planning Act, may be better positioned in some cases to ensure that land in the flood plain is not prematurely developed. With the cooperation of these and other public bodies (such as the Toronto Harbour Commission), it should be possible to protect the public's interest regarding potentially adverse development within the flood plain. The interim flood plain planning procedures recommended by the MTRCA (referenced above) are a good starting point.

4.4.5 COST-SHARING AND IMPLEMENTATION

RECOMMENDED POLICY STATEMENTS

24 Council agrees in principle to sharing the cost of the recommended flood remedial works, including the dredging of the Keating Channel, with other appropriate governments, agencies and land owners. Council advocates immediate discussions among the affected parties regarding the apportioning of costs, mechanisms for funding a comprehensive flood mitigation package and options for recouping potential front-end expenditures. In particular, Council requests that the Metropolitan Toronto Conservation Authority give consideration to a cost-sharing arrangement between the MTRCA and the City consistent with established practice.

25 It is the policy of Council that the City should manage the design, construction and maintenance of all flood remedial works located on the ATARATIRI site. The management and administration of all other flood protection works will be determined as an outcome of the final resolution of Statement 24.

26 Council shall request the Minister of the Environment to give favourable consideration to a request to expedite, or eliminate, the need for approval under the Environmental Assessment Act for the recommended flood remedial works.

EXPLANATION

The above statements reflect principles agreed upon by the SPA Technical Committee members. Their intent is to accelerate the implementation of the flood remedial works in order to reduce the flood risk to existing development, and permit new development with as little risk as possible. Obviously, the question of funding is central to any undertaking of this magnitude. Public money will have to be invested initially to finance most of the proposed remedial works. There may be legal mechanisms to recoup some of these front-end expenditures, in time, through charges to development in the area that is benefited, both existing development and new construction.

The MTRCA, at its 14 June 1991 meeting, took the preliminary position that it would not fund any of the works recommended in the minimum package. It is normal practice for undertakings of the scale of even the minimum package, and with the extent of benefits to existing developments, to be cost-shared between the MTRCA and the local municipality. The effect of Statement 24 above is to request, formally, that the MTRCA consider this arrangement and make the appropriate provisions in its budget.

The area proposed for filling is covered by the Environmental Assessment Act Exemption Order for ATARATIRI. No special environmental approvals beyond those arising from the conditions of the Exemption Order are required. The off-site remedial works, however, are not currently covered by the Exemption Order. Undertakings of this scale and nature are normally subject to an environmental assessment. At the time that the original Exemption Order was issued, it was not fully understood how complex and extensive the flooding problem was along the lower Don River. The authors of the Exemption Order, therefore, could not have anticipated the need for off-site undertakings to protect ATARATIRI from flooding. City staff has already contacted staff of the Ministry of the Environment regarding possible amendments or additions to the Exemption Order to include these other remedial works. Since the CNR bridge comes under a Federal government authority, there may be a need for another level of approvals. The timely implementation of the recommended flood protection package will largely depend on how quickly all environmental approvals can be obtained.

FURTHER ACTIONS

City staff should prepare a formal request to the MTRCA for cost-sharing of the recommended flood remedial works and ask that the appropriate funds be included in the MTRCA budget.

City staff should investigate immediately all possible environmental approval requirements for the proposed flood remedial works with the view to expedite the implementation of the flood works.

4.5 ADDITIONS, INFILLING, REPLACEMENT AND REHABILITATION

The proposed MTRCA flood plain planning policy guidelines for SPA designations contain separate policies for existing and new development. The policies recommended for ATARATIRI contained in this and the following subsection are similarly structured, but distinguish between properties inside and outside of the proposed floodway. The policies regarding additions to, and renovations of, existing development will have limited application in ATARATIRI since most of the site is slated for eventual demolition and comprehensive redevelopment. One important exception is the heritage building at 409 Front Street East.

RECOMMENDED POLICY STATEMENTS

27 Additions, rehabilitation and/or replacement of existing structures, and infilling of new structures shall not be permitted in the *Floodway* portion of *ATARATIRI*, as shown on Figure 8.

28 Additions, rehabilitation and/or replacement of existing structures, and infilling of new structures may be permitted in all areas of *ATARATIRI* outside of the *Floodway*, provided, subject to Statement 29, this type of development/redevelopment is flood protected to the level of the *Regulatory Flood*.

29 Notwithstanding Statement 28, where it is technically not feasible, or it is impractical, to protect a building or a structure, or an addition thereto, to the level of the *Regulatory Flood*, then a lower level of flood protection may be permitted.

In all cases, development described in Statement 28 shall be protected to at least the level of the *350 Year Flood*.

30 In all instances of the type of development/redevelopment identified in Statement 28, ingress and egress shall be "safe" pursuant to Provincial floodproofing standards.

31 Flood damage reduction measures for the type of development/redevelopment identified in Statement 28 shall be carried out by the proponent to achieve the required level of flood protection.

The selection of flood damage reduction measures shall be in accordance with an approved *Flood Protection Plan* for the *Sub-Area* in which the development/redevelopment is proposed to be located.

EXPLANATION

With the completion of the minimum flood protection package described in Statement 18, all of ATARATIRI outside of the floodway will be dry floodproofed against the Regional Storm and building-specific flood damage reduction measures will not be necessary. However, since development within ATARATIRI will be occurring simultaneously with the construction of the flood remedial works and the phasing of the earth fill, some structures, such as the heritage building at 409 Front Street East, will continue to be susceptible to flooding under extreme storm conditions. In order to protect against the possibility of flood damage during this interim period, additional measures should be undertaken when buildings are renovated. A minimum level of protection against the 350 year flood is recommended since this accords with established MTRCA policy. Once ATARATIRI, and all of the attendant flood works are completed, these initial flood damage reduction measures will become redundant.

4.6 NEW MULTI-LOT DEVELOPMENT AND REDEVELOPMENT

RECOMMENDED POLICY STATEMENTS

32 New multi-lot development and redevelopment shall not be permitted in the *Floodway* portion of *ATARATIRI*, as shown on Figure 8.

33 Notwithstanding Statement 32, temporary structures such as parks furniture, outdoor recreation equipment, parks landscaping and sculpture or minor uninhabitable accessory buildings such as storage sheds and public washrooms, may be permitted in the *Floodway* portion of *ATARATIRI*, as shown on Figure 8, subject to approval of the Metropolitan Toronto and Region Conservation Authority.

34 New multi-lot development and redevelopment may be permitted in all areas of *ATARATIRI* outside of the *Floodway*, provided, subject to Statement 35 to follow, this type of development/redevelopment is flood protected to the level of the *Regulatory Flood*.

35 Notwithstanding Statement 34, where it is technically not feasible, or it is impractical, to protect a building or a structure to the level of the *Regulatory Flood*, then a lower level of flood protection may be permitted.

In all cases, development described in Statement 34 shall be protected to at least the level of the *350 Year Flood*.

36 In all instances of the type of development/redevelopment identified in Statement 34, ingress and egress shall be "safe" pursuant to Provincial floodproofing standards.

37 Flood damage reduction measures for the type of development/redevelopment identified in Statement 34 shall be carried out by the proponent to achieve the required level of flood protection.

The selection of flood damage reduction measures shall be in accordance with an approved *Flood Protection Plan* for the *Sub-Area* in which the development/redevelopment is proposed to be located.

EXPLANATION

Again, these recommendations reflect the proposed MTRCA Flood Plain Planning Policy Guidelines for SPA designations, but distinguish between properties inside and outside of the proposed floodway. Most of the area proposed for first phase development in ATARATIRI is above the line of the 350 year storm shown on Figure 8. These properties, therefore, will meet the minimum flood protection standards recommended above and may be able to be developed without incorporating any building-specific flood-proofing measures. Properties east of Cherry Street, however, are generally within the area that is flood prone under the 350 year flood. As they are developed, they will need to be floodproofed to at least the level of the 350 year flood. In most cases, this will be achieved by raising the finished grade of each development site to the design elevation of the earth fill embankment. When all of the proposed fill is in place at the completion of development in ATARATIRI, and the off-site remedial works have been constructed, new development will be protected to the level of the Regulatory Flood.

4.7 SPECIAL RESTRICTIONS

The Provincial Flood Plain Planning policies prescribe special restrictions on certain land uses where public safety is at issue. These restrictions are identified below.

RECOMMENDED POLICY STATEMENTS

38 Notwithstanding Statements 27 through 37 inclusive, new development shall not be permitted to locate in lands in *ATARATIRI* that are subject to flooding under the *Regulatory Flood* where the use is:

- **associated with the manufacture, storage, disposal and/or consumption of hazardous substances or the treatment, collection and disposal of sewage, which would pose an unacceptable threat to public safety if they were to escape their normal containment/use as a result of flooding or failure of floodproofing measures;**

- **associated with institutional services, such as hospitals, nursing homes and schools, which would pose a significant threat to the safety of the inhabitants (for example, people who are sick, elderly, disabled or young), if involved in an emergency evacuation situation as a result of flooding or failure of floodproofing measures; and**
- **associated with services such as those provided by fire, police and ambulance stations and electrical substations, which would be impaired during a flood emergency as a result of flooding or failure of floodproofing measures.**

39 **Where new development identified in Statement 38 is not considered to pose an unacceptable risk to public safety, it may be permitted, provided it is in accordance with the provisions of an approved *Flood Protection Plan*, for the *Sub-Area* in which the new development is proposed to be located. Due to the sensitive nature of this type of development, a *Flood Protection Plan* may require a higher level of flood protection and/or additional floodproofing precautions above the *Regulatory Flood Level*.**

EXPLANATION

As mentioned before, the developable portions of ATARATIRI eventually will be removed entirely from the flood plain, at which time there will be no need for the special restrictions recommended here. In the interim, it will be necessary to ensure that any development of a sensitive nature is adequately designed and protected against any residual flooding that would result from a Regional Storm. One example is the storage of PCB wastes. As existing buildings in ATARATIRI are demolished, any PCB wastes discovered will have to be removed to a secure location (typically, PCBs are found in electric light ballasts and in various kinds of electrical equipment). Regulations under the Environmental Protection Act prevent the removal of PCB wastes from the ATARATIRI site (although in the longer term it may be possible for the City to establish a central facility off-site for all municipally-generated PCB wastes). This suggests that an appropriate storage facility will have to be established within ATARATIRI, at least for the immediate future.

The walking, wheelchair and bicycle path at the Don

4.8 FLOOD WARNING AND EMERGENCY MEASURES

RECOMMENDED POLICY STATEMENTS

40 **It is the policy of Council to cooperate with the Metropolitan Toronto and Region Conservation Authority in the operation of a flood warning system that the Authority may establish for the Don River watershed.**

Discussing methods of flood protection

41 It is the policy of Council that the City, in consultation with the Metropolitan Toronto Emergency Planning Advisory Committee, will establish and maintain an emergency measures plan for the lower Don River to ensure a prompt response and the coordination of all required services in the event of a flood emergency.

EXPLANATION

These policy statements are self-explanatory and are consistent with provincial and MTRCA policy and with the recommendations of the City's flood consultants.

FURTHER ACTION

The appropriate City officials should initiate discussions with the MTRCA and the Metropolitan Toronto Emergency Planning Advisory Committee regarding a flood warning system and flood emergency measures plan for the lower Don River.

ATARATIRI

SECTION 5
ENVIRONMENTAL REMEDIATION AND RELATED POLICIES

5.1 OVERVIEW

The first section of this Plan describes the environmental approval process for ATARATIRI that results from conditions contained in the Environmental Assessment Act Exemption Order. A key component of this process is the Environmental Evaluation Study (EES), which is based on the findings of six background environmental studies: air quality, noise and vibration, soil and groundwater, flood risk, transportation and fixed facilities risks and health issues. The draft EES report is now undergoing public review and should be referred to for a full discussion of the environmental issues at ATARATIRI. It identifies the key environmental, health, and safety concerns associated with redeveloping the site. The report also describes the public participation that has been carried out to date, the ways that environmental conditions have been taken into consideration in the site planning process, and the planning and approvals process that should be followed in developing each area of the site.

This section of the Part II Plan summarizes the main conclusions of the environmental research and makes policy statement recommendations based on the EES report recommendations. Overall, the site in its current state has excessive noise levels, extensive soil and groundwater contamination, and is subject to flooding from the Don River. However, as demonstrated in the EES report, the site can be made suitable for residential use. The policies recommended in this section will ensure the site becomes a safe and healthy place to live and work.

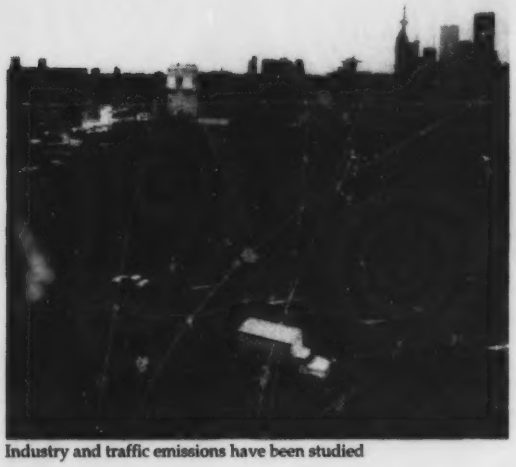
From the perspective of incorporating environmental considerations into the redevelopment process, ATARATIRI will become a yardstick against which other large-scale redevelopments in the Metro area will be measured. It also represents an opportunity to reclaim a degraded part of the city, improve the environmental quality of surrounding neighbourhoods, and (as discussed more fully in Section 8) create a healthy and environmentally sustainable community.

5.2 AIR QUALITY

Future air quality at the ATARATIRI site was examined by using computer models to predict the impact of emissions from industries and traffic, and by studying data from nearby monitoring stations and from odour complaint records. The results of these investigations indicate that four aspects of air quality are likely to be of occasional concern at ATARATIRI: total suspended particulates (TSP), nitrogen dioxide (NO_2), ozone and odours. Very little information on toxics in the air is available, but measurements of air toxics near sources of emissions in the vicinity of ATARATIRI did not exceed guidelines.

The concentrations of the suspended dust particles themselves, or lead attached to the particles, measured at air quality stations near ATARATIRI are not expected to cause any health concerns. No information is available for other substances that may be attached to suspended particles, but any health-related concerns are not expected to be different for ATARATIRI than urban areas in general.

Individuals with breathing disorders such as asthma and bronchitis may experience respiratory irritation,



Industry and traffic emissions have been studied

coughing and congestion if the highest NO_2 levels predicted for ATARATIRI are correct. The guideline for NO_2 has rarely been exceeded at monitoring stations in the vicinity of ATARATIRI and across the Province.

No long-term health problems are expected from ozone levels measured in the vicinity of ATARATIRI. Ozone is a regional problem and the levels measured near ATARATIRI are no worse than other areas in southern Ontario.

The redevelopment of ATARATIRI and the closure of many nearby odour-producing industries will reduce, but may not totally eliminate, complaints about odours in ATARATIRI and in the surrounding neighbourhood.

Future air quality in ATARATIRI is expected to be similar to that of nearby residential neighbourhoods. Air quality in the ATARATIRI area is expected to improve as a result of increased regulation of industrial and vehicular emissions, the removal of existing industrial sources of emissions, and actions by local governments such as automobile minimization (see Section 7, "Transportation and Circulation") and planting of trees (Section 13, "Parks and Open Space").

5.2.1 MONITORING AND FURTHER STUDY

RECOMMENDED POLICY STATEMENTS

42 It is an objective of Council that air quality be monitored in the *ATARATIRI* area after occupancy. Council shall request that the Ministry of the Environment establish an air quality monitoring station to serve the east Toronto area, including *ATARATIRI*. The proposed air quality monitoring station should include analysis of total suspended particulates for organic and inorganic compounds, in addition to parameters such as nitrogen oxides, nitrogen dioxide, ozone and sulphur dioxide.

43 It is the policy of Council that air quality monitoring be carried out during excavation and clean-up activities.

44 It is the policy of Council that additional air quality research be carried out in the areas identified below, and that the results of this research be contained in the appropriate *Sub-Area Environmental Plans*, as described in Statement 249. The subject areas are:

- **the northern border of the site between Parliament and St. Lawrence Streets; and**
- **the southern and eastern borders of the site.**

The research results will be used to determine the most suitable locations for air intakes for buildings. If the research can not be adequately accomplished through numerical computer modelling, then short term monitoring or physical modelling should be carried out in these areas. Where air quality in buildings has the potential to pose a chronic health risk, a health risk study should be carried out to determine what, if any, additional steps are needed to reduce the risk to acceptable levels.

EXPLANATION

Future air quality at ATARATIRI is expected to be similar to that of nearby residential neighbourhoods. However, there are no continuous ambient monitoring stations in eastern Toronto. Because of nearby industrial and transportation emissions which have the potential to adversely affect east Toronto neighbourhoods, it would be desirable to establish a monitoring station in this part of the city. As suggested in Statement 42, the Ministry of the Environment's mandate includes responsibility for monitoring air quality.

Information on the organic and inorganic constituents of TSP is not normally collected in air quality monitoring programs. Such data are needed to interpret information on TSP from a human health point of view, and are specified in Statement 42.

Statement 43 recommends that monitoring for particulates and other compounds of concern be carried out during soil clean-up to ensure that concentrations are kept within provincial guidelines and to protect remediation workers and surrounding communities.

Numerical modelling has identified the northern border of the site between Parliament and St. Lawrence Streets as an area with potential air quality problems. The southern and eastern edges of the site are considered to be another area of potential concern because of their proximity to the rail corridors. The purpose of the modelling recommended in Statement 44 would be to characterize further air quality problems associated with local traffic and possible accidents involving dangerous goods on rail corridors, and assist in locating and designing building air intakes. Statement 44 proposes that this more detailed information be contained in a "sub-area environmental plan". Figure 33 identifies the three sub-areas recommended for ATARATIRI. Section 17 ("Sequencing of Approvals") describes in detail the conditions for approving development in a sub-area, which includes the successful completion and approval of an environmental plan.

5.2.2 AIR QUALITY ENHANCEMENT

RECOMMENDED POLICY STATEMENT

45 In the development and maintenance of public park space along the southern and eastern portions of *ATARATIRI*, Council shall encourage the planting of appropriate trees and shrubs to help reduce the movement onto the site of particulates from adjacent road and rail corridors.

EXPLANATION

TSP have the potential to exceed air quality guidelines in the redeveloped ATARATIRI site. Many of the sources of TSP are associated with common urban activities that can not be eliminated through the redevelopment of ATARATIRI. Local actions such as the planting of vegetation, especially coniferous bushes and low trees, which acts to filter particulate matter from the air, will assist in reducing local TSP levels. Statement 45 to this effect is also reinforced by Statement 191 (see Section 13, "Parks and Open Space").

5.2.3 NOTICE TO FUTURE RESIDENTS

RECOMMENDED POLICY STATEMENT

46 Council shall use its available powers to require that notices are included in any sale or lease agreements for properties in *ATARATIRI* advising future residents that they could experience odours associated with nearby industries.

EXPLANATION

Many of the possible sources of odour that have been a concern in and near ATARATIRI in the past will have been eliminated before future residents move to the ATARATIRI site. However, some industries in the vicinity of ATARATIRI may continue to produce unpleasant odours. One of the conditions of the Environmental Assessment Act Exemption Order requires the City to advise residents of any buildings it controls of any ongoing concerns associated with environmental conditions at the ATARATIRI site, including odours.

5.3 NOISE AND VIBRATION

Noise and vibration sources that have the potential to impact on ATARATIRI were identified and characterized through monitoring and numerical computer modelling. Figure 11 indicates the results of this research at locations around the periphery of the site, where noise and vibration levels are generally the highest.

Current and future noise levels at the ATARATIRI site are high enough to be of concern for residential uses but can be reduced to acceptable levels through careful site planning, architectural design and the use of barriers. The major off-site noise sources of concern are the Don Sorting Yards (immediately south of the site) and the

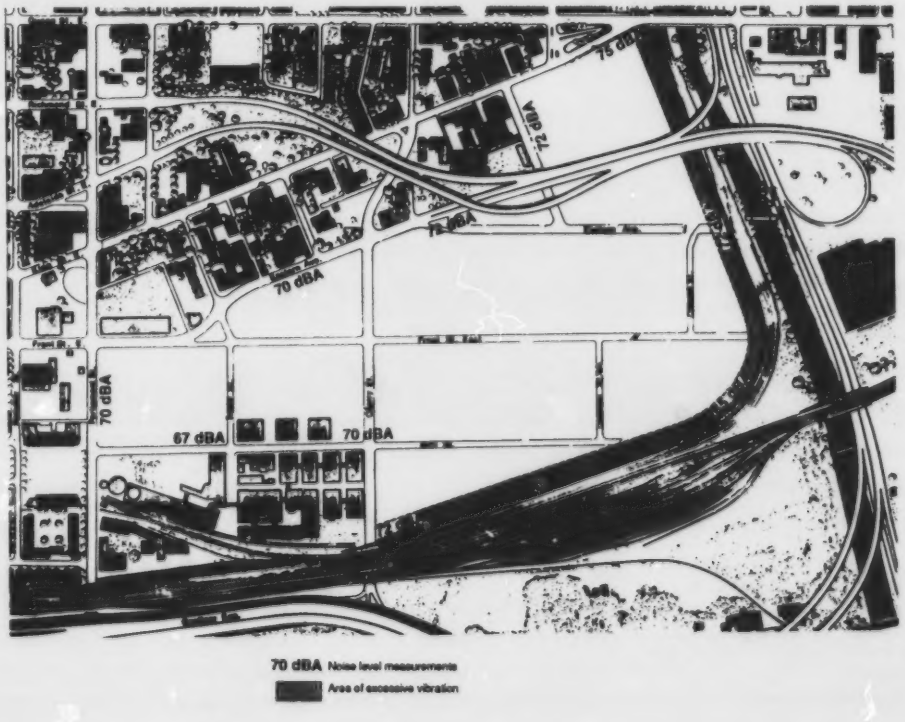


FIGURE 11 NOISE AND VIBRATION – EXISTING CONDITIONS

transportation corridors that pass through or close to the site.

Rail and streetcar traffic are the two major sources of vibration at ATARATIRI. Current and future vibration levels are high enough to be of concern only on the south and east perimeter of the site. Minimum distance setbacks or vibration control measures will be required in these areas.

5.3.1 NOISE STUDIES

RECOMMENDED POLICY STATEMENT

47 It is the policy of Council that detailed noise impact studies be carried out for each *Sub-Area* of *ATARATIRI* and be included in the appropriate *Sub-Area Environmental Plan*, as described in Statement 249. These studies should consider the impact of on- and off-site road and rail traffic, and any existing and approved stationary sources of sound. The studies should examine and recommend measures to reduce noise including architectural design and the use of barriers. The studies should identify those mitigation measures that should be carried out prior to the commencement of construction and those that should be carried out or completed after construction has commenced.

EXPLANATION

Statement 47 recommends more detailed noise impact studies on an area-specific basis to ensure proper mitigation measures are taken to reduce noise to acceptable levels. Like the air quality studies recommended in Statement 44, the detailed noise studies should be included in the appropriate sub-area environmental plans. Development in a sub-area will not be permitted until an environmental plan has been approved (together with a number of other requirements – see Section 17). In addition, individual developments will be required to submit noise impact statements in accordance with standard City policy (see Statement 265).

5.3.2 OFF-SITE SOURCES

RECOMMENDED POLICY STATEMENTS

48 It is the policy of Council to use its powers of regulation and review with respect to any future development proposals for the Gooderham and Worts site to require adequate consideration of the potential noise impact of the redevelopment of Gooderham and Worts on *ATARATIRI* and to ensure that appropriate noise reduction measures are incorporated into its design.

49 Council shall request the Ministry of the Environment to require GO transit to include in any environmental assessment of a GO station located in the vicinity of *ATARATIRI* an adequate consideration of the noise and vibration impacts of the station on the future residents of *ATARATIRI*, and ensure that any necessary noise and vibration control measures are incorporated into its design.

EXPLANATION

The redevelopment of Gooderham and Worts and the possible location of a GO station in the vicinity of the site represent two possible future sources of noise and vibration that were identified but not characterized in the noise studies because it is not yet known what form they will take. As discussed in Section 2, the redevelopment of the Gooderham and Worts site will be the subject of planning approvals. If a GO station is proposed, it will likely require an environmental assessment.

5.3.3 SITE AND BUILDING PLANS

RECOMMENDED POLICY STATEMENTS

50 Council shall use its available powers to prevent the location of any residential, commercial or institutional uses within 30 metres of the transportation corridors along the east and south borders of *ATARATIRI*.

51 Council shall use its available powers to prevent the location of housing, schools and child care facilities adjacent to the Eastern Avenue Diversion and the southern portion of Cherry Street unless adequate noise reduction can be provided.

52 Council shall use its powers of regulation and review to require that outdoor living areas or common courtyards of buildings in *ATARATIRI* containing housing are located and designed so as to ensure that noise levels in these areas do not exceed the appropriate residential noise guidelines of the Ministry of the Environment.

53 Council shall use its available powers to ensure that all dwellings in *ATARATIRI* located next to rail lines, regional roads or collector streets, as identified on Figure 19, be equipped with mechanical ventilation. Outdoor condensing units, if used, should be placed in noise insensitive locations away from outdoor living areas.

EXPLANATION

Locating buildings at least 30 metres from the rail corridor will eliminate the need for vibration control measures. As discussed below, a 30 metre setback also reduces the risk due to the transportation of dangerous goods on the rail corridor to below the Council-approved limit. Building setbacks (enforced through zoning), architectural design, site planning and construction techniques should reduce noise associated with the transportation corridors to acceptable levels. The proposed site plan and building typology for ATARATIRI, described in the next section ("Physical Form"), addresses these concerns.

5.4 SOIL, GROUNDWATER AND STORM WATER QUALITY

Soil and groundwater testing at the ATARATIRI site has identified the type and distribution of contaminants in soil and groundwater. The contaminants originate from industrial activities and the fill that was used to raise the elevation of portions of the site. The main contaminants of concern in the soil are metals, polycyclic aromatic hydrocarbons (PAHs) and polychlorinated biphenyls (PCBs). Approximately one-third of the site (mainly under roads and existing buildings) has not yet been sampled.

Soil contamination is generally confined to the upper layer of fill. An exception is the site of the former coal gasification plant around Front and Parliament Streets where contamination extends into the underlying native material and possibly into the bedrock. Figure 12 shows, in very general terms, areas of varying soil quality across the site.

The main contaminants of concern in the groundwater are cyanide, PAHs and hydrocarbons. The major areas of groundwater contamination occur at the site of the former coal gasification plant and at the southeast corner of ATARATIRI.

No key concerns associated with storm water quality were identified. The planned change in land use and a proposed storm water retention tank, described in Section 8 ("Green Development Initiatives and Related Policies") will improve the quality of runoff from the site.

The Ministry of the Environment (MOE) soil clean-up guidelines and the refinery site guidelines have been used to evaluate soil quality at ATARATIRI. New soil quality guidelines have been developed for those compounds for which no province-wide or site-specific guidelines were available. The guidelines which have been used to evaluate soil quality will likely be more stringent than necessary for contaminated soil at depth because the opportunities for exposure are less.

An assessment of potential health risks associated with future soil and groundwater quality can not be satisfactorily carried out until the MOE has approved all of the soil quality guidelines that will be used at ATARATIRI, the distribution of land uses has been finalized, and a detailed soil and groundwater clean-up plan has been prepared. The chemicals and exposure pathways of most concern to future residents, remediation workers, and site neighbours have already been identified. An approach for assessing potential health risks at the redeveloped site has been proposed and is described in the draft EES report.

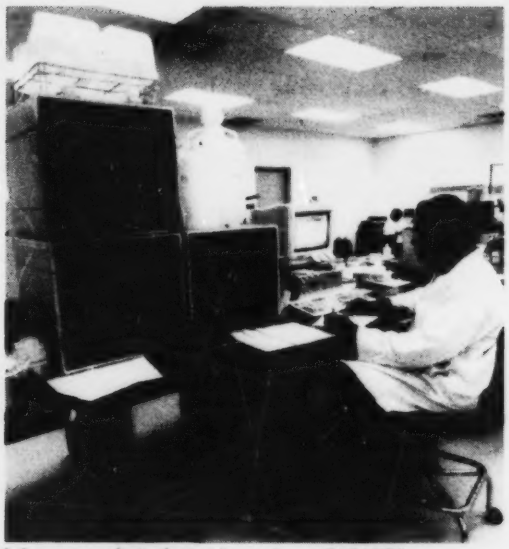
Techniques for cleaning up soil and groundwater were examined in consultation with the MOE. A short list of options has been recommended as the basis for developing detailed soil and groundwater management plans.

The draft EES report contains a preferred soil

Low Constraint
areas generally meet residential clean-up guidelines, but with some exceedances
Medium Constraint
areas generally exceed residential clean-up guidelines and some industrial exceedances
High Constraint
areas generally exceed industrial/ commercial clean-up guidelines

FIGURE 12 SOIL QUALITY

Taking groundwater samples for analysis



Laboratory analysis of groundwater from ATARATIRI

management strategy prepared on the basis of the contaminants of concern, the estimated volumes of material that need to be addressed, the ten soil clean-up options that have been recommended for further consideration and regulatory requirements. The strategy involves: temporary on-site storage of soil that contains greater than 25 ug/g of PCBs; treatment or off-site disposal of leachate toxic soil; treatment of soil that exceeds the residential guidelines by a factor of five or more; on-site management or treatment of soil that exceeds the residential guidelines by a factor of five or less (at this time, the factor five is being used for discussion purposes only and is based on experience, which has shown that such material would have limited potential to leach into groundwater); and off-site disposal of surplus soil that must be excavated and removed to accommodate foundations and underground structures. Environmental fate and risk assessment procedures will need to be used to demonstrate the appropriateness of on-site management.

The estimated soil clean-up costs for the preferred soil management strategy range from $61.5 to $161.4 million depending on the degree of clean-up that will be required. These cost estimates can be refined further when the results of bench and pilot scale testing become available and once a decision is made on how the guidelines that are being recommended for surface soils at ATARATIRI should be applied to contaminants at different depths.

5.4.1 DETAILED CLEAN-UP PLANS AND HEALTH RISK ASSESSMENTS

RECOMMENDED POLICY STATEMENTS

54 It is the policy of Council that the *Soil and Groundwater Management Plans* required by Statements 248 and 250 of this Plan shall include the following:

- **the clean-up guidelines that will be applied to each *Development Block*;**

- **if and how contaminated soil should be cleaned up and where any removed contaminated soil will be stored, treated or disposed;**
- **the results of additional sampling and bench and/or pilot scale tests that are relevant;**
- **the location of underground fuel storage tanks and valves, pipelines and gas mains;**
- **appropriate decommissioning procedures for the handling and disposal of underground tanks, any residual liquids/sludges contained in the tanks, and any contaminated soils adjacent to the tanks;**
- **those soil and groundwater clean-up strategies that should be coordinated with flood protection measures;**
- **those soil and groundwater clean-up measures that should be implemented on a *Development Block* basis and those that should be implemented on areas larger than a *Development Block*;**
- **those soil and groundwater clean-up measures that should be carried out before construction starts and those that should be carried out or completed after construction starts on the parts of the *Sub-Area* to which the clean-up measures relate;**
- **the steps that will be taken to protect the environment and the health and safety of neighbours during the remediation program; and**
- **the results of a health risk assessment to ensure that the proposed clean-up plan will adequately protect the health of future residents. The health risk assessment should address the pathways of exposure and the contaminants of concern that will remain at the site after remediation has been completed.**

55 For any *Soil and Groundwater Management Plan* that includes options involving the on-site isolation of contaminated soils or groundwater that are likely to release contaminants into the environment, it is the policy of Council that health risk assessments be carried out before these options are approved for use at *ATARATIRI*.

56 For any *Soil and Groundwater Management Plan* that includes soil and groundwater treatment options that are likely to release contaminants into the environment, it is the policy of Council that health risk assessments be carried out before these options are approved for use at *ATARATIRI*.

EXPLANATION

Condition 3 of the Exemption Order requires that detailed soil and groundwater management programs be prepared for each area of the site and submitted to the MOE for approval. The programs are to examine if, how, and where contaminated soil should be removed. Statement 54 will ensure that the soil and groundwater management plans are comprehensive and complete. One of the key components of the recommended plans is a health risk assessment. This is required to ensure that the proposed soil and groundwater clean-up plan will adequately protect the health of future residents and workers. Like the environmental plan mentioned earlier, successful completion of a soil and groundwater management plan will be a condition of development approval for a sub-area (see Section 17, "Sequencing of Approvals").

Several soil and groundwater clean-up methods that involve leaving contaminants on-site (for example, microencapsulation, isolation), or treatment options that have the potential to release vapours or particulate matter into the atmosphere (for example, bioremediation, excavation and disposal) have been recommended for further consideration at ATARATIRI. As proposed in Statements 55 and 56, these methods should be examined from a health risk perspective, if it is likely that they will

release contaminants into the environment, before they are approved for use at ATARATIRI. Factors which are indirectly related to health risk, such as the possibility that exposure pathways could be re-established, will be taken into consideration as part of the health risk assessments.

5.4.2 CLEAN-UP GUIDELINES

RECOMMENDED POLICY STATEMENTS

57 For any *Soil and Groundwater Management Plan*, it is the policy of Council that the Ministry of the Environment soil clean-up guidelines contained in Table 2 and the refinery site guidelines contained in Table 3 shall apply to surface soil at *ATARATIRI*, until such time as the Ministry of the Environment approves new guidelines. If new guidelines are approved by the Ministry of the Environment, they should be incorporated in subsequent *Soil and Groundwater Management Plans*.

58 It is the policy of Council that, as a condition of approval, all *Soil and Groundwater Management Plans* should address the issue of how the guidelines identified in Statement 57 should be applied to contaminants at different depths.

EXPLANATION

The MOE's soil clean-up guidelines apply to sites across the Province. In addition, the various types of contaminants present in ATARATIRI soils require that the MOE guidelines be supplemented with other guidelines. For ATARATIRI, the guidelines recently developed for two refinery sites west of Toronto can be used to evaluate the concentrations of many organic parameters. Guidelines for six additional PAHs, which are not covered by the other two sets of guidelines, have been derived for the City for use at ATARATIRI and have been submitted to MOE for comment. They have not yet been approved by MOE. Although these guidelines will likely be more stringent than necessary for ATARATIRI when applied at depth, they are appropriate for surface soils.

Much of the information that was used to establish the MOE soil clean-up guidelines is based on effects on plants and strongly suggests that the guidelines may be best suited to soils which are at, or close to, the surface. In addition, neither the MOE soil clean-up guidelines nor the refinery sites guidelines consider ATARATIRI-specific factors, such as the physical separation of ATARATIRI residents and workers from the underlying soils (the result, for example, of constructing buildings and interior courtyards on top of extensive underground parking garages), which will reduce the likelihood of exposure to chemicals in soils. For these reasons, and because of the potentially high costs associated with cleaning up all of the soil that exceeds the guidelines that have been recommended for surface soils at ATARATIRI, Statement 58 recommends addressing the issue of how the guidelines should be applied to contaminants at different depths.

New information is available that could not have been considered in the development of the Province-wide guidelines. MOE staff has informed City staff that the current guidelines are under review. If, as a result of this review, the guidelines are changed, the revised guidelines should be incorporated into subsequent clean-up strategies for ATARATIRI.

TABLE 2 MOE SOIL CLEAN-UP GUIDELINES [1]

Parameter	Agricultural/Residential/Parkland Type of Soil[2]		Commercial/Industrial Type of Soil	
	Medium & Fine	Coarse	Medium & Fine	Coarse
Guidelines				
pH	6 to 8	6 to 8	6 to 8	6 to 8
EC (mS/cm)	2	2	4	4
SAR	5	5	12	12
nitrogen (%)[3]	0.5	0.5	0.6	0.6
oil & grease(%)[4]	1	1	1	1
arsenic	25	20	50	40
cadmium	4	3	8	6
chromium (VI)	10	8	10	8
chromium (total)	1000	750	1000	750
cobalt	50	40	100	80
copper	200	150	300	225
lead	500	375	1000	750
mercury	1	0.8	2	1.5
molybdenum	5	5	40	40
nickel	200	150	200	150
selenium	2	2	10	10
silver	25	20	50	40
zinc	800	600	800	600

Notes: All values in ug/g unless indicated.

(1) For comparison with these guidelines, analyses for metal and metalloids must be conducted using an approved strong, mixed-acid digestion procedure.

(2) Defined as greater than 70% sand and less than 17% organic matter.

(3) If nitrogen levels exceed the guidelines, the mineralization of the soils should be evaluated. Additions of nitrogen-based fertilizer may be counterproductive.

(4) Guideline is for fresh oil; for weathered oil (minimum of 2 years exposed on-site), the guideline is 2%.

TABLE 3 REFINERY SITE GUIDELINES FOR ORGANIC COMPOUNDS

Compound	Value[1]	Type of Guideline	Reference
benzene	1.6	clean-up level	ICCC, 1988[2]
ethylbenzene	1.6	trigger level	ICCC, 1988
toluene	1.6	trigger level	ICCC, 1988
xylene	10	clean-up level	ICCC, 1988
anthracene	6	trigger level	ICCC, 1988
benzo(a)anthracene	7.9	clean-up level	ICCC, 1988
benzo(a)pyrene	1.2	clean-up level	ICCC, 1988
benzo(b)fluoranthene	1.2	trigger level	ICCC, 1988
benzo(k)fluoranthene	6.6	clean-up level	ICCC, 1988
chrysene	14	trigger Level	ICCC, 1988
dibenzo(a,h)anthracene	0.9	clean-up level	ICCC, 1988
fluoranthene	15	trigger level	ICCC, 1988
naphthalene	4	trigger level	ICCC, 1988
phenanthrene	14	trigger level	ICCC, 1988
pyrene	24	trigger level	ICCC, 1988
polychlorinated biphenyls	5[3]	interim guideline	MOE, 1988
dioxins + furans	0.001[4]	interim guideline	MOE, 1990

Notes: (1) All values are expressed in ug/g dry weight basis. All apply to soils in residential or parkland settings.

(2) ICCC, 1988 also established clean-up levels and trigger levels for several compounds not included in ATARATIRI soil sampling programs.

(3) The MOE often uses a factor of two to estimate commercial/industrial guidelines from residential guidelines. One exception is the commercial/industrial guideline of 25 ug/g for PCBs. Some of the inorganic parameters included in Table 2 are other exceptions.

(4) The guideline for dioxins plus furans is expressed as toxic equivalents of 2,3,7,8-TCDD.

FURTHER ACTIONS

Council should request that the Minister of the Environment advise the City of the appropriate soil quality guidelines to be used for those compounds for which province-wide or site-specific guidelines are not available.

Council should request that the Ministry of the Environment advise the Medical Officer of Health and the Commissioner of Housing of any changes to the soil quality guidelines that are recommended for use at ATARATIRI. Staff should incorporate any changes into subsequent soil and groundwater management plans that are prepared for ATARATIRI.

5.4.3 554 LAKE SHORE BOULEVARD EAST

RECOMMENDED POLICY STATEMENT

59 **It is the policy of Council that any future clean-up plans for the City-owned property at 480 Lake Shore Boulevard East also include the adjacent property at 554 Lake Shore Boulevard East.**

EXPLANATION

The Gordon Young rendering plant at 554 Lake Shore Boulevard East, which was expropriated at the same time that the rest of ATARATIRI was assembled, appears to be contaminated, in part, by hydrocarbons moving onto the site from 480 Lake Shore Boulevard East. It seems sensible, therefore, to include the remediation of 554 Lake Shore Boulevard East in the clean-up plans for the adjacent City-owned property. The Commissioner of City Property is currently studying possible future uses of 480 Lake Shore Boulevard East.

5.4.4 PUBLIC CONSULTATION

RECOMMENDED POLICY STATEMENT

60 **It is the policy of Council that a public consultation and communication strategy shall be prepared as part of each *Sub-Area Soil and Groundwater Management Plan*. The public consultation and communication strategy should identify how nearby residents will be informed about clean-up activities and how they will be consulted on ways to minimize the impact of clean-up activities.**

EXPLANATION

Residents who live adjacent to the areas of ATARATIRI where remediation activities will take place are the most likely to experience adverse impacts associated with the clean-up activities, if any occur. It is important, therefore, that they be consulted during the preparation of clean-up plans, kept informed of clean-up activities, and have a means available to address any problems that may arise in their neighbourhood as a result of the ATARATIRI clean-up.

In addition, the Neighbourhood Advisory Council has recommended that the environmental clean-up process at ATARATIRI be carefully documented so that future residents and workers can verify that appropriate steps were taken to address human health and safety concerns at the site. Where this has not occurred in a systematic way in other areas of the city, a good deal of public alarm and confusion has been provoked if and when environmental issues arise some years after clean-up was completed. At a minimum, the City should maintain a file in publicly-accessible locations that contains: the approved EES report and the background environmental studies on which it is based; the annual reports to the MOE; the approved environmental plans and soil and groundwater management plans recommended in this section for each sub-area of

ATARATIRI; environmental inspection reports that certify compliance with the recommendations of the sub-area plans (discussed in more detail in Section 17 – see Statement 260); certifications that the individual developments comply with all necessary environmental safeguards (see Statement 272); and the results of any long-term monitoring that may be required.

FURTHER ACTION

The City Clerk should be requested to establish and maintain a public file on ATARATIRI clean-up activities with locations in the Municipal Reference Library, City Hall Branch, and in a future community facility in ATARATIRI, such as a community health centre.

5.5 TRANSPORTATION AND FIXED FACILITY RISK

Studies have been done of the risks associated with: the transportation of hazardous goods by road and rail in the vicinity of ATARATIRI; nearby industrial facilities and utilities; and marine-related activities in the Port. The southeast corner of ATARATIRI is exposed to the highest overall risk because it is close to two rail lines and four regional roads.

The risks from the transportation of hazardous goods on roads in ATARATIRI are less than those for the adjacent St. Lawrence neighbourhood, except for Cherry Street, which has the potential to be a significant source of risk to future residents and workers due to its location and higher frequency of accidents. The closure of on-site heavy industries is likely to reduce, but not eliminate, the transportation of dangerous goods on roads in ATARATIRI. The risks associated with the remaining hazardous goods traffic could be reduced by limiting or prohibiting this traffic on ATARATIRI roads.

The transportation of hazardous materials on rail lines to the south and east of ATARATIRI poses risks that are comparable to risks from other rail lines in the greater Toronto area. Beyond 30 metres from the rail lines, levels of individual risk are estimated to be below ten in a million. This is the acceptable level of risk adopted by Council in response to the findings of the "Risk Assessment/Management Study of Rail Corridors in the City of Toronto" (Concord Scientific, September 1990). The redevelopment of ATARATIRI offers an opportunity for improvements, from a risk point of view, by making more water available along the rail lines and constructing drainage controls to limit the extent of potential spills.

Studies include risks of transporting hazardous goods

5.5.1 EMERGENCY RESPONSE

RECOMMENDED POLICY STATEMENTS

61 It is the policy of Council to consult with the appropriate emergency response agencies about the design of open spaces along the southern and eastern borders of *ATARATIRI* in order to ensure that adequate consideration is given to emergency response requirements associated with potential accidents on the rail corridors.

62 It is the policy of Council to ensure the provision of water along the rail corridor where existing or proposed streets in *ATARATIRI* abut or intersect the rail lines in order to allow emergency personnel to respond more effectively to hazards associated with the transportation by rail of dangerous goods.

63 It is the policy of Council to use its available powers to ensure the provision of drainage controls along the southern edge of *ATARATIRI* to help limit the extent of potential spills from the rail corridor. The drainage controls should include means to restrict contaminants from escaping into the environment.

EXPLANATION

In the current site plan all buildings are set back a minimum of 30 metres from the rail corridors that border the southern and eastern edges of the site. Major park spaces are planned for these areas (see Section 13, "Parks and Open Space"). Because of the need for emergency response agencies to react quickly to any accident that may occur on the rail lines, Statement 61 recommends that they be consulted in the design of these open spaces.

Statements 62 and 63 suggest improvements that can be made to the infrastructure around the rail lines to minimize the adverse effects of dangerous goods accidents, at minimal cost. Increasing the availability of water to the areas beside the rail corridor will allow emergency personnel to contain hazards more effectively should accidents occur. Drainage controls would help limit the extent of spills and the possible incursion of toxic material into the built-up interior of the community. The storm water retention tank proposed for the block south of Mill Street (see Section 8, Statement 117) may provide opportunities for capturing and storing spills, thus preventing discharges into the sewer system.

5.5.2 DANGEROUS GOODS TRAFFIC

Cherry Street will continue to be a major source of risk to ATARATIRI residents due to the transport of hazardous goods unless significant steps are taken to reduce or eliminate this traffic. The most effective means of accomplishing this is to restrict the available routes for dangerous goods traffic. Care must be taken not to shift the risk from ATARATIRI to neighbouring communities or to create unacceptable risks to vehicles sharing space with diverted trucks carrying hazardous material.

FURTHER ACTION

The Commissioner of Public Works and the Environment should examine ways of reducing the amount of truck traffic (particularly trucks carrying dangerous goods) on Cherry Street, while neither increasing truck traffic volumes through adjacent residential neighbourhoods nor creating unacceptable risks to traffic sharing space with diverted dangerous goods traffic.

5.5.3 EMERGENCY ACCESS

RECOMMENDED POLICY STATEMENT

64 It is the policy of Council that the design of streets and management of traffic in *ATARATIRI* facilitate, as much as practical, access for emergency response vehicles. The number of dead-end streets, "tight" turns, and overhead bridges should be minimized. On-street parking spaces should be designed and regulated to prevent parked cars from hindering emergency access during the day or night.

EXPLANATION

The site planning and parking control considerations recommended in Statement 64 are based on the experiences of the Fire Department. The streets and blocks plan proposed for ATARATIRI, discussed in Sections 6 ("Physical Form") and 7 ("Transportation and Circulation"), is intended to extend the surrounding street grid into ATARATIRI, maximizing access to the site. Section 7 also recommends a comprehensive public parking strategy for ATARATIRI to ensure the adequate supply and efficient use of on-street and off-street parking spaces (see Statement 111).

SECTION 6
PHYSICAL FORM

6.1 OVERVIEW

While a community is much more than mere "bricks and mortar", the manner in which buildings, streets and open spaces are designed and built powerfully influences how an area is perceived and experienced. The extent to which ATARATIRI is seen to be an integral and continuous part of the general urban fabric largely depends on how its streets, blocks and structures connect and respond to their surroundings. The quality of life of residents and workers within ATARATIRI will be strongly affected by the scale and form of the buildings they occupy and the design and treatment of the open space that lies beyond the buildings' walls.

The physical planning of ATARATIRI has taken into account a number of the themes that are prominent in the "Cityplan '91 Proposals" report. This is reflected in the following discussion in the emphasis given to the primacy of the public realm, the importance of connections and the critical role of the public sector in achieving urban design objectives.

6.2 GENERAL OBJECTIVES

6.2.1 QUALITY OF DESIGN AND DEVELOPMENT

RECOMMENDED POLICY STATEMENT

65 It is the policy of Council to employ its available powers and adopt whatever further measures are necessary to ensure that the built form, streets and open spaces of *ATARATIRI* are of high quality. Council will adopt initiatives including, but not limited to, the following:

- **ensure that the public realm which frames development in *ATARATIRI*, including the landscaping of public open spaces and the treatment of streets and other public works, is exemplary in its design, construction, maintenance and use of quality materials;**
- **ensure that all public buildings are designed and built to high standards to serve as examples of excellence for private development to emulate;**
- **establish an open competition process for the selection of designs for significant new civic buildings and major civic open spaces; and**
- **facilitate and, where appropriate, sponsor design competitions for public and private development sites in *ATARATIRI*.**

EXPLANATION

The streets, parks and plazas that make up the public realm are a resource to be enjoyed by all citizens. The City should exercise its authority over the form and quality of public buildings and publicly accessible spaces to establish an exemplary standard of design and construction in ATARATIRI. The actions of the City will set the tone for private development; high quality development, in turn, will inspire pride and a positive sense of community identity among residents and workers in ATARATIRI.

Competitions are one means of encouraging architectural excellence. In ATARATIRI, they may also achieve other worthwhile objectives: raise the profile of an important new initiative; and, if done through an open process, involve a larger audience in decisions that will shape the built environment. For a nascent community like ATARATIRI, these results will help promote a positive image from the very outset of development.

6.2.2 PRIORITIES

Having established that the City should assume a leadership role, through policy and action, in creating a quality built environment in ATARATIRI, the remainder of this section is aimed at identifying the key design issues that should be emphasized. Obviously, many factors contribute to an area's physical amenity, some of which may be in potential conflict. For example, a building that makes a striking and pleasing appearance on the skyline may generate unfortunate micro-climatic conditions in its immediate environs. When weighing one physical design objective against another, it is important to establish which are most significant and should not be compromised.

RECOMMENDED POLICY STATEMENT

66 In applying the physical design objectives and policies of this Plan, Council will give priority to: accessibility for people with disabilities; and public safety and security for vulnerable populations, including women, children and elderly people.

EXPLANATION

The priorities cited in Statement 66 above are advocated by the Neighbourhood Advisory Council and have strong support from the various groups that NAC and staff have consulted during the ATARATIRI planning process. They directly reflect two of the fundamental planning principles adopted for ATARATIRI – that ATARATIRI be a safe and accessible community – and are prerequisites if the principles of a diverse and integrated community are to be realized as well.

6.3 PATTERN OF DEVELOPMENT

The policies of this subsection of the ATARATIRI Plan relate primarily to connections and continuity. The emphasis is on rebuilding a portion of the city to fit comfortably within the rhythm of natural and constructed features that make up the greater urban landscape. This involves integrating the unique elements of ATARATIRI, which will give the community identity and colour, with the established city patterns beyond its borders.

6.3.1 NATURAL FEATURES

RECOMMENDED POLICY STATEMENT

67 It is the policy of Council to preserve, enhance and restore the natural edge defined by the Don River immediately to the east of *ATARATIRI*. Council shall encourage public use and enjoyment of this important natural resource through the following measures:

- **creating and improving pedestrian and bicycle access at appropriate points along the river's edge;**

- **enhancing views of the valley; and**
- **encouraging an appropriate open space and landscape treatment of the eastern portion of ATARATIRI to support a natural valley habitat.**

EXPLANATION

One of Toronto's most significant resources is its pattern of natural ravines and valleys. These green "fingers" provide local relief from a sometimes intense urban situation and also provide important links to neighbouring communities. The lower Don River valley has been abused and despoiled by the forces of urbanization. ATARATIRI can make a critical contribution to its restoration. In doing so, ATARATIRI will become firmly connected to a larger ecological system, rooting the community in the city's shared natural heritage.

Postcard of the Don River, 1905

Statement 67 above furthers the objectives and recommendations of the Royal Commission on the Future of the Toronto Waterfront, as articulated in its "Watershed" (August 1990) and "Pathways" (April 1991) reports. It also supports the work of the Task Force to Bring Back the Don. Section 13 ("Parks and Open Space") describes in more detail the planning objectives for the area adjacent to the Don River.

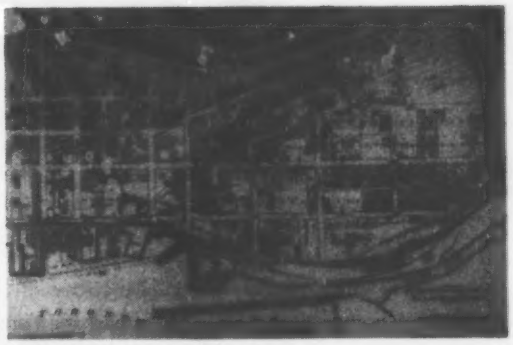
6.3.2 STREET PATTERN

RECOMMENDED POLICY STATEMENT

68 **It is the policy of Council to reinforce the street pattern of *ATARATIRI* and its environs by extending the surrounding grid into *ATARATIRI*, and by ensuring that the siting and orientation of new buildings conform to the geometry of the predominant street grid. The design and siting of corner buildings in particular should strengthen the points of intersection in the grid pattern.**

EXPLANATION

As noted in the "Cityplan '91 Proposals" report, streets are arguably the most vital public open spaces in the city. Toronto's characteristic grid pattern has a powerful ordering influence on citizens' perceptions and experiences of the city. It adds to the overall coherence of the urban landscape and creates a comfortable level of predictability. Corner buildings historically have had relative prominence and form conspicuous features in the Toronto grid. In maintaining and reinforcing this pattern, ATARATIRI will contribute to the city's spatial form and, in turn, will benefit from the grid's integrating effect.



A thriving community in 1884

The nineteenth-century street and block pattern in the ATARATIRI area had a finer grain than exists now. The intrusion of extensive railway facilities and the supplanting of modest residential properties by large industries obliterated a number of the small streets.

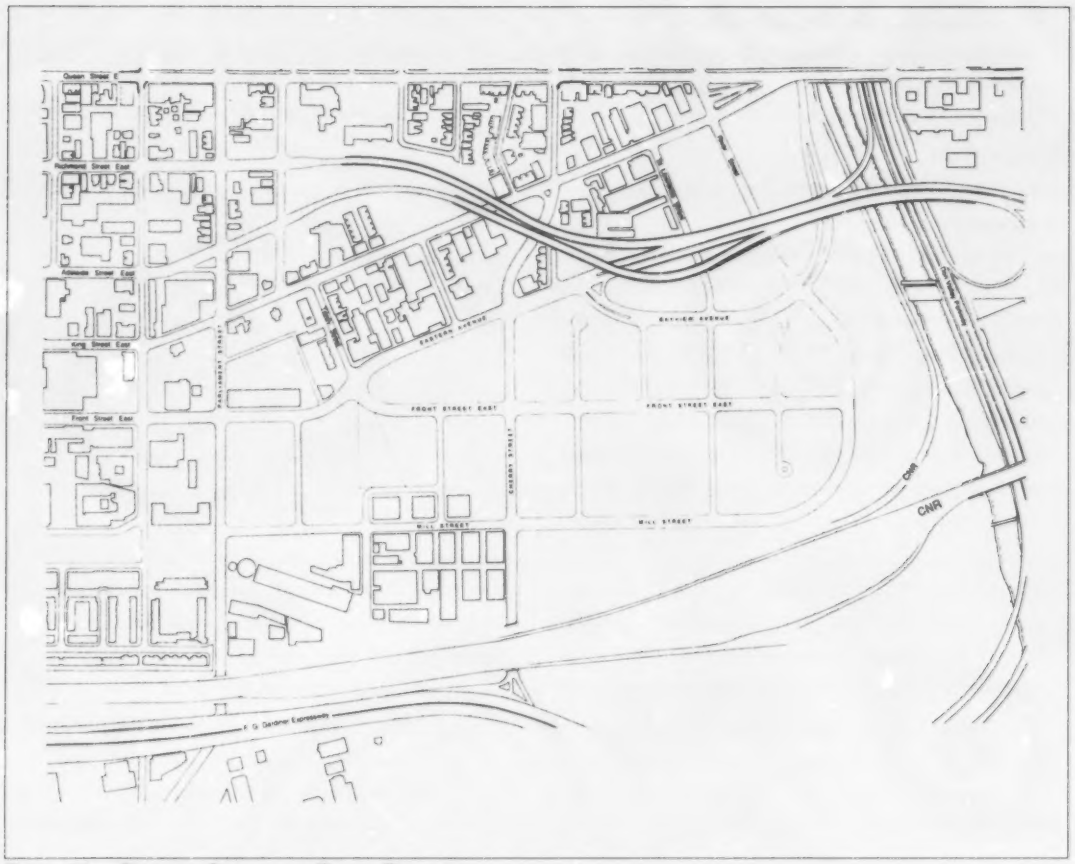


FIGURE 13 PROPOSED STREETS AND BLOCKS PATTERN

The proposed street and block system, as shown on Figure 13 and discussed in greater detail in Section 7 ("Transportation and Circulation"), introduces an overlay of new streets upon the existing road network to re-create the grain of the earlier block pattern.

6.3.3 PROMINENT FEATURES AND SITES

RECOMMENDED POLICY STATEMENTS

69 It is the policy of Council to encourage the preservation, enhancement and, where appropriate, creation of landmarks of local and city-wide stature within *ATARATIRI* at prominent locations to serve as guideposts and to provide identity to the community. These landmarks may include, but are not limited to, the following:

- **the corner of Parliament and Mill Streets;**
- **the intersection of Front Street East and Eastern Avenue;**
- **the heritage building at 409 Front Street East;**
- **the intersection of realigned Bayview Avenue and Eastern Avenue;**
- **Queen Street East and King Street East at the Don Valley;**

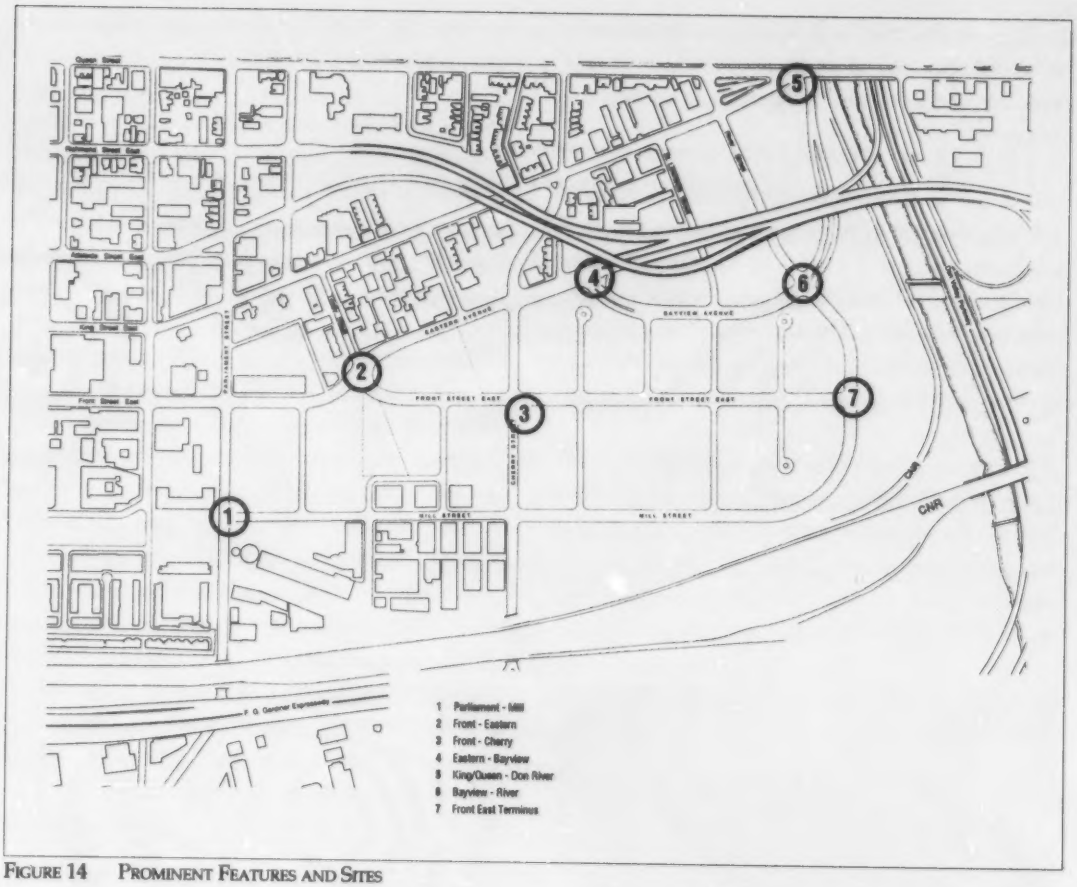


FIGURE 14 PROMINENT FEATURES AND SITES

- **the intersection of realigned Bayview Avenue and extended River Street; and**
- **the eastern terminus of Front Street East, as shown on Figure 14.**

70 In order to preserve, enhance and create local landmarks, Council will encourage the appropriate siting, design and architectural expression of buildings, structures, public art and landscape features at landmark locations.

EXPLANATION

The "Cityplan '91 Proposals" report recognizes that some features and sites are key to the image of the city and should be preserved and enhanced. Cityplan identifies a few examples of sites that are notable within the city as a whole and calls for sites of local prominence to be identified on an area by area basis. Statement 69 above lists some of the prominent features and sites that are, or will be, within ATARATIRI.

Two of the sites identified in Statement 69 are of city-wide significance according to Cityplan '91. The eastern end of Front Street is the termination of an important view corridor as the buildings that march eastward from the downtown give way to the broad expanse of the Don Valley. Where the Don is crossed at Queen/King, a significant point of entry and transition into the Central Area is created. At the moment, both these

locations are poorly marked. As suggested in Statement 70 above, they should be properly framed by new buildings and reinforced by appropriate landscaping and public art.

Plans to re-align Bayview Avenue, discussed in Section 7 ("Transportation and Circulation"), will result in another significant point of transition as southbound traffic swings west to enter the downtown. From the opposite direction, the effect will be to emerge from a built-up corridor at extended River Street and suddenly come upon an open green swath alongside the Don River.

The northeast corner of Parliament and Mill Streets is aligned with The Esplanade and David Crombie Park to the west. The intersection forms the point at which three distinct communities meet: the St. Lawrence neighbourhood, ATARATIRI and Gooderham and Worts. A building on this site could mark the visual termination of the St. Lawrence neighbourhood and the entry point into ATARATIRI.

The Palace Street Public School building at 409 Front Street East is a local heritage resource with the potential to become the primary social focus of ATARATIRI. It is clearly a local landmark and is described more fully in Subsection 6.6.2. Measures should be taken to enhance its visibility and increase access to it.

While the rectangular street and block pattern described above in Statement 68 is the Toronto norm, occasional departures from this pattern may introduce stimulating elements of variety and surprise. These elements stand out and often bear special recognition. The proposed ATARATIRI street pattern creates these opportunities at Front/Eastern and Bayview/Eastern. As these sites will be highly visible to people moving through and past ATARATIRI, their treatment should allow for a unique and arresting appearance. The Gooderham/Flat Iron building (and adjacent Berczy Park) west of ATARATIRI is a well known Toronto example of how building design and orientation, public art, and landscaping can be combined to achieve this effect.

The Gooderham/Flat Iron Building

Berczy Park

6.3.4 VIEWS AND VISTAS

RECOMMENDED POLICY STATEMENTS

71 It is the policy of Council to encourage the preservation, enhancement and, where possible, the creation of significant views, vistas and focal points in *ATARATIRI* of the following features:

- **important heritage buildings, including 409 Front Street East, the former Sackville Public School, and the Gooderham and Worts distillery complex;**
- **important public buildings and local landmarks to be constructed in the future;**
- **areas of public open space to be developed in the future;**
- **the Don River valley;**
- **Lake Ontario; and**
- **the downtown skyline.**

72 In order to preserve, enhance and create significant views, Council will undertake the following measures:

- **ensure that the alignment of new streets and the realignment of existing streets are consistent with desired view corridors;**
- **ensure that the design of public open space accords with desired views and vistas;**
- **use its powers under the Planning Act to regulate building heights and setbacks;**
- **prohibit the erection of structures that encroach upon or obstruct significant views; and**
- **encourage the use of built form and landscape elements to frame, focus and enhance significant landmarks, vistas, corridors and terminating views.**

EXPLANATION

Views are an important source of both stimulation and relief to people enclosed in the dense confines of a built-up city. The "Cityplan '91 Proposals" report recommends that significant views, vistas and focal points be identified in the Official Plan. Statement 71 above lists these views for ATARATIRI. They are depicted on Figure 15.

The proposed ATARATIRI site plan incorporates these recommended view corridors and focal points. The plazas proposed for Trinity and Cherry Streets (described in more detail in Section 13) focus attention on the significant heritage buildings within and adjacent to ATARATIRI. The main built-up area of ATARATIRI is bounded by a perimeter road, beyond which there are major open space areas to the south and east. This results in an "outward-looking" community. For example, the park proposed along the south edge and the Don River valley to the east should be immediately visible from several ground locations within ATARATIRI, and views of Lake Ontario will be possible from the upper levels of the perimeter buildings. The downtown skyline currently creates a powerful backdrop when looking west along Front and Mill Streets. All of these visual opportunities should be protected and encouraged by the measures cited in Statement 72. In addition, the placement of significant civic buildings, such as the schools and community centre, should take advantage of prominent focal points within the proposed street grid.

Enoch Turner School on Trinity Street

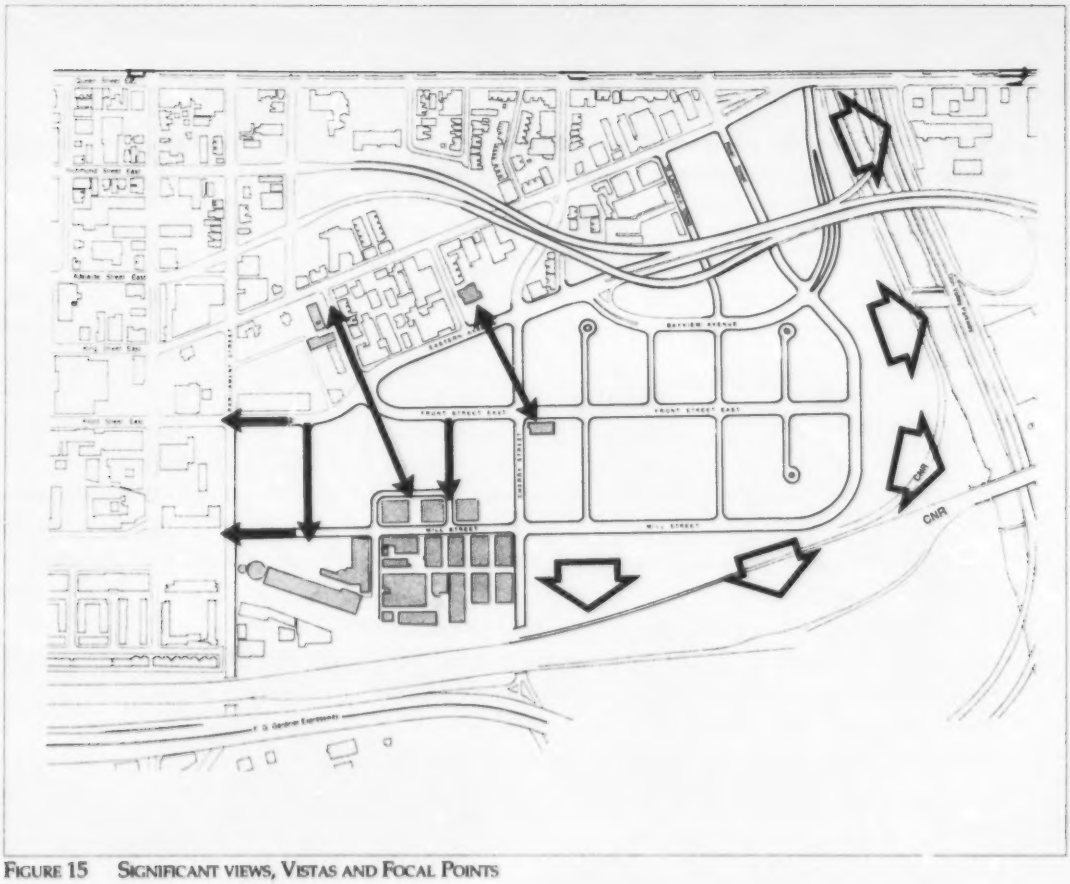


FIGURE 15 SIGNIFICANT VIEWS, VISTAS AND FOCAL POINTS

6.3.5 REINTEGRATION

RECOMMENDED POLICY STATEMENT

73 It is the policy of Council to seek a reduction in the barrier effect of the rail corridors to the east and south of *ATARATIRI*, including the Don rail sorting yard. Council will undertake the following:

- **pursue whatever reasonable opportunities arise to improve existing north-south connections (physical and visual) through the rail corridor at Cherry Street and Parliament Street;**
- **provide for the possible future extension of St. Lawrence Street to areas south of the rail corridor; and**
- **actively explore opportunities to create bicycle and pedestrian connections across and under the Canadian National Bala subdivision.**

EXPLANATION

ATARATIRI literally forms the southeast corner of the central portion of Toronto. Connections to the west and north are reasonably unimpeded, but the sweep of the rail corridor presents a major physical obstacle to the east and south. Unfortunately, this cuts off easy access to two of the potentially most valuable resources in the area; the Don River and Lake Ontario. Efforts by groups such as the Gardiner Lakeshore Task Force,

the Task Force to Bring Back the Don and the Royal Commission on the Future of the Toronto Waterfront share a common goal in attempting to re-connect the city with its important watercourses. The development of ATARATIRI should contribute to the realization of these ambitions.

6.4 BUILT FORM

Housing in Toronto traditionally has been produced in two basic forms: the single family dwelling (with detached, semi-detached and rowhouse variants); and the apartment high-rise (either a slab or point tower). The choice of building type obviously relates to the density of development. Where the two types are in proximity to each other (perhaps due to a juxtaposition of different zoning districts), a conflict often arises. The proposed site plan for ATARATIRI is based on a building typology that departs from these two alternatives. Its essential characteristics are a more or less continuous perimeter building enclosing an interior courtyard. This building archetype was chosen because it can achieve reasonably high densities without extreme heights due

Berkeley Castle courtyard, St. Lawrence neighbourhood

Residential courtyard in Berlin

Cityhome courtyard in the Frankel/Lambert neighbourhood

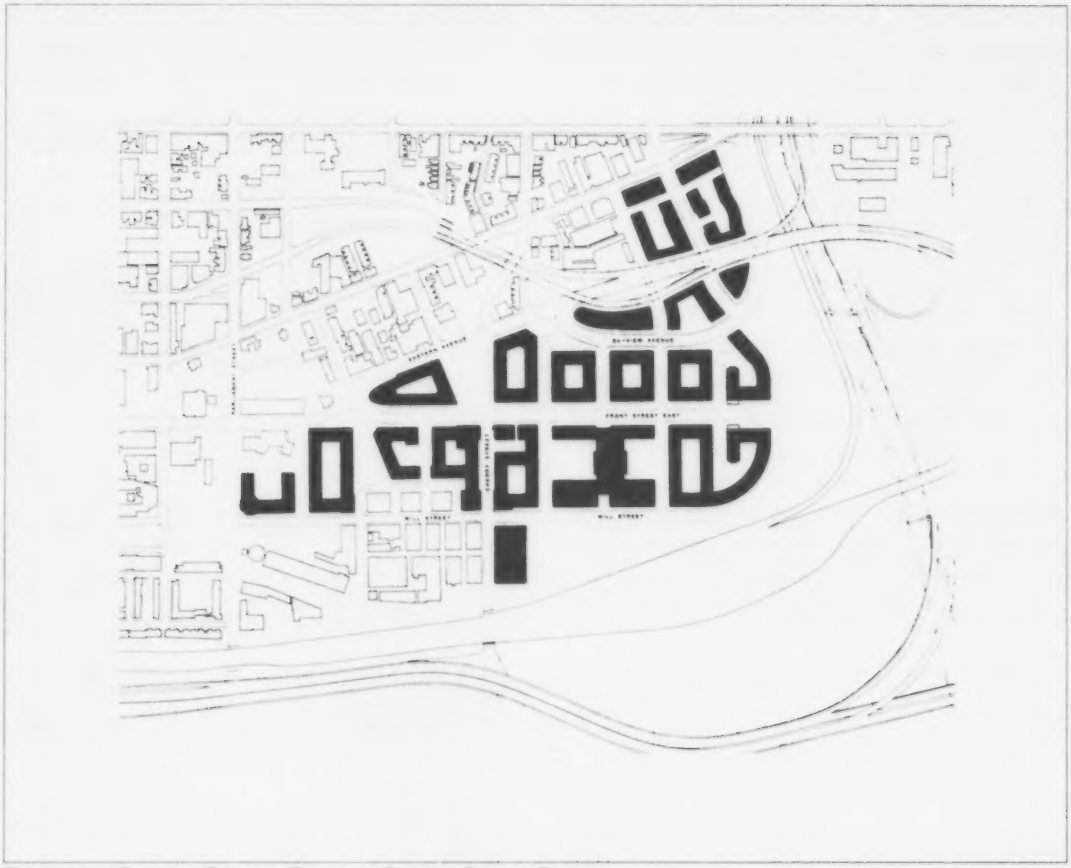


FIGURE 16 PROPOSED BUILDING TYPOLOGY, POSSIBLE GROUND PLAN

to its compact nature – more of the site is covered by the building "footprint", and open space is consolidated in the centre of the block. Figure 16 illustrates the ground plan that could be produced in ATARATIRI by the proposed building typology. Developments similar to this are common in many European cities, but are less familiar to Torontonians. Local examples would include: Berkeley Quadrangle (St. Lawrence neighbourhood); Lambert Court (Frankel/Lambert); and Cityhome/ Windward Co-op (Bathurst Quay).

Although the proposed building typology may appear to be fairly innovative, it still contains features that are commonplace in Toronto. A consistent building wall fronting closely upon the public street is a distinguishing characteristic of Toronto's main streets. The ATARATIRI archetype continues this building wall/ street relationship to all sides of a block. Most Toronto neighbourhoods have a clear separation between public and private open space, as exemplified by front and back yards. Post-war high-rise apartment construction blurred this distinction by creating "towers-in-the-park". The ATARATIRI archetype returns to the familiar concept of a public "front" and a private "rear".

The policy statements of this subsection call for a built form that respects its urban context, strengthens the public realm and avoids excessive height and bulk. The ATARATIRI archetype building can achieve these objectives. In addition, as described in Section 8, this building typology is efficient to service and has positive environmental impacts.

6.4.1 BUILT FORM CONTEXT

RECOMMENDED POLICY STATEMENT

74 It is the policy of Council that new development within *ATARATIRI* blends harmoniously with its existing or planned built form context. Council will use its powers under the Planning Act to ensure that the siting, scale, massing and articulation of new buildings are compatible with neighbouring development.

EXPLANATION

The development of ATARATIRI will be phased over time. While a variety of architectural styles should be encouraged, respect for the general morphology of ATARATIRI and its environs should have precedence over the creation of highly individualistic "showpieces". The key word in Statement 74 above is "compatible", which is quite distinct from the notion of sameness. As suggested earlier, prominent sites and features may have special buildings associated with them that, by definition, stand out. As part of an overall urban design plan this is quite legitimate; done in isolation and at whim, it is not.

6.4.2 CONTINUITY AND ENCLOSURE

RECOMMENDED POLICY STATEMENT

75 It is the policy of Council to ensure that buildings within *ATARATIRI* reinforce the visual continuity and spatial enclosure of streets and other publicly accessible open spaces by using its powers under the Planning Act to:

- **prescribe consistent build-to lines and setbacks from the property line at grade and at upper levels of buildings; and**
- **regulate the location of openings and service areas in order to maintain a degree of continuity of built edge appropriate to the character and function of the street or open space.**

EXPLANATION

Continuous building facades that are consistently set back from the street help define public space and promote its active use. Potential hazards to public safety are also reduced by eliminating spaces that are obscured from the street.

6.4.3 BUILDING HEIGHTS AND DENSITIES

RECOMMENDED POLICY STATEMENTS

76 It is the policy of Council to use its powers under the Planning Act to regulate the heights, setbacks and densities of buildings and structures in *ATARATIRI* in order to:

- **achieve balanced proportions between building mass and the dimensions of adjacent streets and open space;**
- **provide consistency in building scale and mass within an area;**
- **allow for the appropriate transition between adjacent areas exhibiting different intensities of development;**
- **create or preserve significant views and reinforce the visual dominance of important landmarks;**

- **mitigate adverse noise and air quality effects; and**
- **encourage compliance with approved targets for wind conditions and sunlight access in streets and other areas of publicly accessible open space, as described in Statements 84 and 85.**

77 **Notwithstanding any other provisions of the Part I Plan as amended, no policies authorized under Section 36 of the Planning Act shall apply to *ATARATIRI*.**

78 **Notwithstanding any other provisions of the Part I Plan as amended, no policies permitting special exceptions in the calculation of density or permitting the transfer of density to and from developments shall apply to *ATARATIRI*.**

EXPLANATION

The considerations listed under Statement 76 above follow from urban design and environmental objectives recommended elsewhere in this Plan. The massing and placement of buildings should respect the surrounding built form and further the public's enjoyment of significant views and landmarks. Given the environmental constraints described in Section 5, building height and orientation should be carefully considered in light of local noise and air quality characteristics. The wind and sun access targets

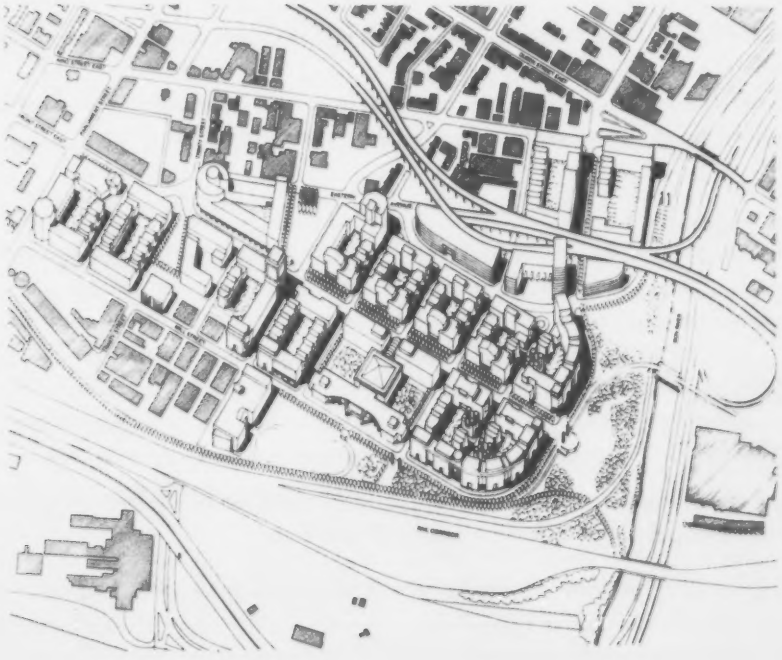


FIGURE 17 PROPOSED GENERAL MASSING AND POSSIBLE BUILT FORM

mentioned in Statement 76 are described more fully in the following subsection, "Pedestrian Environment". The general massing and built form shown in Figure 17 responds to these considerations and is described in more detail, district by district, in Section 15.

The built form controls for ATARATIRI should provide a high level of predictability. Developers should have a clear idea of the built form expectations for ATARATIRI, and citizens should be able to count on these being realized. To ensure this sense of certainty, Statements 77 and 78 prevent actions that would compromise density and height standards in exchange for other public objectives.

6.4.4 DIVERSITY

RECOMMENDED POLICY STATEMENT

79 Through the disposition of development sites and the application of its powers under the Planning Act, Council shall ensure that, where practical, there are several different buildings, each individually designed, on each *Development Block* in *ATARATIRI*. Council shall encourage visual breaks in the horizontal building wall through means such as the location and design of entrances, balconies and windows; and the use of colours and materials.

EXPLANATION

The building typology recommended in this section of the Plan has the potential of producing sterile, undifferentiated facades. Consistency in terms of scale and setback does not have to lead to conformity in terms of architectural design. If long, monolithic facades are to be avoided in ATARATIRI, single projects should not appear to fill an entire block frontage. The recent "Building on Main Streets" report (Berridge Lewinberg Greenberg, April 1991) commissioned by the Planning and Development Department recommends restrictions on large scale redevelopment in order to preserve architectural variety and a fine grain sequence of buildings along a street frontage. Another approach that has been recommended by the ATARATIRI urban design studies is to establish a relatively shallow "discretionary zone" between the main building wall on a block and the public street allowance. Projections into this zone of balconies, porches, and bay windows would provide visual breaks without compromising the integrity of the street wall.

6.5 PEDESTRIAN ENVIRONMENT

The built environment of ATARATIRI will comprise two elements: the buildings themselves and the interstitial spaces which are defined by their placement. The foregoing discussion asserts that, because it constitutes the public realm, the open space surrounding buildings should take precedence in the urban design plan. The important public objectives for this space are described in more detail below. The aim is to ensure that the streets and parks of ATARATIRI are safe, comfortable and interesting places to be.

6.5.1 PUBLIC SAFETY AND SECURITY

RECOMMENDED POLICY STATEMENT

80 It is the policy of Council to promote public safety and security in *ATARATIRI* by encouraging the appropriate design and development of buildings, streets, sidewalks, streetlighting, parks, and other public and private open spaces. Public safety and security shall be important considerations in all development approvals. New development should be designed to provide overlook and easy physical access to adjacent publicly accessible open space, and allow the space to be seen clearly from the street and other public areas. There should be a clear visual and spatial distinction between publicly accessible and private open space.

EXPLANATION

Many factors contribute to a safe and secure community. Having a mix of land uses, as proposed in ATARATIRI, encourages a variety of activities throughout the day and enhanced surveillance of public spaces. Community programs that help build a strong sense of neighbourhood identity and promote local friendship networks also help people feel comfortable in their local surroundings. The availability of specific support services, including emergency shelter, can provide assistance to victims of domestic violence. As suggested in Statement 80 above, the design of buildings and open space also influences people's feelings of safety. Care should be taken to avoid creating hidden recesses, poorly lit spaces, visually-impenetrable landscaping, blocked sightlines, and ambiguous areas that no one seems to "own". As much as possible, the physical design of ATARATIRI should eliminate potential areas of entrapment and encourage people to look out for and support each other.

6.5.2 ACCESSIBILITY

RECOMMENDED POLICY STATEMENT

81 It is the policy of Council to use its available powers to ensure that all buildings and publicly accessible open spaces in *ATARATIRI* are designed to permit convenient access for the elderly, infirm, and people with disabilities.

EXPLANATION

A fundamental premise of the ATARATIRI planning process has been the development of a genuinely accessible community. This is explicitly stated in the principles identified in Section 3 of this Plan. Indeed, if ATARATIRI is to house a diverse population that is well integrated, it must be designed to be physically accessible to all of its future residents and workers.

ATARATIRI will have accessible open space

Weather protection for pedestrians

Neighbourhood meeting places

6.5.3 CIRCULATION AND AMENITY

RECOMMENDED POLICY STATEMENTS

82 It is the policy of Council to encourage pedestrian circulation and amenity in *ATARATIRI*. Council will undertake appropriate public works and use its powers of regulation and review to achieve the following:

- **ensure that the design and construction of sidewalks includes, where appropriate, attractive plantings, street furniture, public art, pedestrian scale lighting, transit shelters and varied surface treatments;**
- **promote the provision of awnings, canopies, colonnades, pergolas and other means of weather protection along pedestrian routes;**
- **promote the design and construction of building bases that, through materials, scale, articulation and detailing, provide animation and diversity at street level;**
- **seek to ensure that building ventilation systems do not discharge into pedestrian areas or walkways;**
- **encourage the placement underground of utility wires; and**
- **prohibit the construction of elevated pedestrian walkways and connections between buildings above public rights-of-way,**
- **all of which shall be reflected in a *Development Plan* for *ATARATIRI*.**

FIGURE 18 POSSIBLE PERSPECTIVE VIEW EAST ALONG FRONT STREET

83 It is the policy of Council to use its powers under the Planning Act to ensure that retail uses and appropriate *community services and facilities* in *ATARATIRI* are located primarily at ground level with direct access from the street.

EXPLANATION

Section 7 ("Transportation and Circulation") discusses the proposed ATARATIRI street network in terms of its capacity to convey local and regional traffic. As emphasized earlier, however, public streets not only act as transportation connectors, they also perform an important neighbourhood function as places for personal enjoyment and social interaction. Their design, therefore, should permit easy pedestrian circulation and contribute to an animated, interesting atmosphere. This calls for collaboration between the public and private sectors: it is the City's duty to ensure the appropriate design, construction and maintenance of roads, sidewalks and boulevards; and individual developers have a responsibility to design, construct and maintain buildings that properly frame the streets. To achieve this, the urban design considerations listed in Statement 82 above need to be worked out in more detail and become part of the development approval process. Sections 16 ("Development Controls") and 17 ("Sequencing of Approvals") describe how the development plan for ATARATIRI, which will include detailed design guidelines for the ATARATIRI streetscape, should be devised and applied.

The types of land uses that line a street are at least as important as the physical appearance of the street in determining its success as a public place. Locating retail shops and community services in off-street locations undermines the vitality of commercial streets. As recommended in Sections 10 and 12, these sorts of activities should have a "main street" focus in ATARATIRI. Figure 18 indicates what this main street could look like.

6.5.4 SUN AND WIND

RECOMMENDED POLICY STATEMENTS

84 It is the policy of Council that the following targets for sunlight penetration should be considered in regulating the height and massing of new buildings and structures adjacent to streets and publicly accessible open space in *ATARATIRI*:

- **for all north-south streets, the target is to achieve at least five hours of direct sunlight along most sidewalk segments between 10:18 a.m. and 3:18 p.m. E.D.T. on the Fall equinox;**
- **for Front Street East and Mill Street, the target is to achieve at least five hours of direct sunlight along most north sidewalk segments between 11:18 a.m. and 4:18 p.m. E.D.T. on the Fall equinox;**
- **for the east-west portion of the proposed re-aligned Bayview Avenue, the target is to achieve at least three hours of direct sunlight along most north sidewalk segments between 12:18 and 3:18 p.m. E.D.T. on the Fall equinox;**
- **for the proposed Cherry Street and Trinity Street plazas, the target is to achieve at least six hours of direct sun access over 50% of the site area daily between 10:18 a.m. and 4:18 p.m. from the Spring to the Fall equinox; and**
- **for the proposed East and South parks, the target is to achieve direct sun access throughout the year from one-and-a-half hours after sunrise to one-and-a-half hours before sunset.**

85 It is the policy of Council that the following targets for wind effects will be considered in the preparation of a *Development Plan for ATARATIRI*:

- **the building form does not cause equivalent wind speeds generally to exceed 12 kilometres per hour in existing or planned sitting out areas within adjacent publicly accessible open space; and**
- **the building form does not cause equivalent wind speeds generally to exceed 18 kilometres per hour in adjacent public sidewalks and pedestrian routes.**

86 For all development proposals that exceed 30 metres in height, Council shall require the submission of wind impact studies which address the wind targets contained in Statement 85.

EXPLANATION

Sun and wind conditions strongly affect people's enjoyment of streets and parks. The amount of solar penetration and the velocity of ground level winds are, in turn, influenced by the height and placement of proximate buildings. Statements 84 and 85 above relate directly to the previous Statement 76 regarding building density and height.

The sun access and wind targets cited in the above recommendations are derived from the "Sun, Wind and Pedestrian Comfort" study (Bosselmann et al, December 1990) conducted for Cityplan '91. They are based on a thorough analysis of the combined effects of shadow and wind on pedestrian comfort for given climate conditions and personal activity levels. The proposed

ATARATIRI site plan and general massing plan can achieve these targets. Computer-generated sun/shade tests were carried out at various points in the site planning process to ensure appropriate building heights and massing and adequate street dimensions.

The principal means of securing compliance with the recommended sun access targets will be building height limits and setback controls contained in the zoning by-law. These and other development controls are discussed in Section 16. The wording of Statement 84 allows a degree of discretion in how rigorously the targets are applied. The intent is that most of a particular sidewalk or public open space area will receive the suggested amount of direct sunlight. This implies a general base condition with respect to the location and height of the adjacent street walls. It should not preclude, however, the occasional element along a building facade from partially obstructing the prescribed solar window. This might be the case, for example, with corner buildings which are intended to be more prominent (see preceding Statement 68). The longer shadows cast by these exceptional structures should not have a major negative effect on the amount of sunlight in the area.

Wind tunnel tests can be costly undertakings. This may be an unreasonable request to make of small developments, especially when their wind impacts are likely to be relatively modest. Statement 85, therefore, requires a general analysis of the wind effects of the overall building mass proposed for ATARATIRI. Statement 86 then specifies that larger developments with greater potential to affect local wind conditions adversely should be subjected to detailed individual scrutiny. This distinction is consistent with the recommendations of the "Cityplan '91 Proposals" report.

FURTHER ACTIONS

In order to apply the policies and requirements contained in Statements 85 and 86 above, the City should establish a standard weather dataset and develop a standard procedure for testing wind conditions. The "Cityplan '91 Proposals" report also identifies the need for this follow-up work.

6.6 CULTURAL HERITAGE AND PUBLIC ART

For the most part, ATARATIRI will be a newly constructed development occupied by residents and workers who have come from other areas. For these people to identify with ATARATIRI, common reference points need to be identified or created. This is the primary role of heritage resources and public art, as described in the following subsection – to enrich a sense of place within ATARATIRI.

6.6.1 GOODERHAM AND WORTS HERITAGE AREA

RECOMMENDED POLICY STATEMENT

87 It is the policy of Council to use its powers of review and regulation to ensure that development on the north side of Mill Street and east side of Cherry Street in the immediate vicinity of the Gooderham and Worts distillery complex respects the architectural and historical associations of the complex in terms of its scale, massing, orientation and detailing.

EXPLANATION

ATARATIRI has a rich history and significant heritage resources continue to exist in the immediate environs. These should be conserved and respected, for they provide temporal continuity and will assist in integrating ATARATIRI with the rest of the city.

One of the most important historic sites in Toronto, recognized by all levels of government, is the Gooderham and Worts collection of industrial buildings immediately to the southwest of ATARATIRI. The establishment of Worts' grist mill in 1832 on the outskirts of the town of York marked the genesis of a thriving industrial community. Distilling operations began in 1837 and continued uninterrupted until August 1990. The oldest extant buildings date from the 1860s and form the core of the complex at the foot of Trinity Street. As operations expanded, accretions were extended outward to create the unique pattern of development that remains intact today.

Gooderham and Worts, 1832

As discussed in the preceding Section 2, the owners of the Gooderham and Worts site are planning to redevelop the property for mixed-use. With the concurrent redevelopment of ATARATIRI, an opportunity exists for the two to benefit from each other. For ATARATIRI, this means that development north of Mill and east of Cherry should not compromise the historical integrity of the Gooderham and Worts complex while taking full advantage of physical and visual connections to it.

6.6.2 PALACE STREET SCHOOL HERITAGE BUILDING

RECOMMENDED POLICY STATEMENT

88 It is the policy of Council to ensure that the heritage building at 409 Front Street East is renovated and re-used for public purposes and incidental commercial use. Council will consult with the Toronto Historical Board in developing and implementing a conservation program to restore and protect the exterior of those portions of the building having historical and architectural merit.

EXPLANATION

The building on the southeast corner of Front and Cherry Streets is actually a composite of three distinct structures dating from different periods: a school, a hotel and an industrial warehouse. Together, these building components encapsulate the evolution of economic activity in the area, paying tribute to ATARATIRI's residential, commercial and industrial roots. The oldest component of the site is the Palace Street School, dating from the late 1850s when it was one of Toronto's first free schools. At the time it opened, a significant workforce resided in the area employed at Gooderham and Worts and several other nearby industries. By 1890 the residential population had

Palace Street School heritage building

declined (as the railways and industries expanded) and the building was converted to become the Cherry Street Hotel. A north addition was constructed, taking the building up to its present corner location. Finally, by the 1920s, the building had been converted to industrial use and the GSW warehouse was added as an east extension along Front Street.

This heritage building is located at the major crossroads within ATARATIRI and forms a logical focus for the first phase of development. As described in more detail in Section 12 ("Community Services and Facilities"), it appears feasible to convert the structure for use as a community centre, initiating a new chapter in its continuing history.

6.6.3 PUBLIC ART

RECOMMENDED POLICY STATEMENTS

89 In the preparation and review of a *Development Plan* for *ATARATIRI*, it is the policy of Council to consult with the Public Art Commission to ensure that proper provision is made for the appropriate inclusion of public art in *ATARATIRI's* redevelopment in a manner consistent with the objectives of the proposed Municipal Public Art Plan.

90 Council shall encourage the participation of artists in any design competitions for public buildings and publicly accessible open space in *ATARATIRI* and will seek the inclusion, where feasible, of public art in the design and development of the subject buildings and open spaces.

EXPLANATION

The "Cityplan '91 Proposals" report calls for an increased commitment to public art and specifically recommends that a comprehensive Municipal Public Art Plan be developed. The proposed Public Art Plan would guide decisions about allocating the City's public art resources, recognizing projected patterns of development. An early involvement in the site planning process should allow for a wider range of options for successfully integrating public art within the public realm.

Public art will enhance ATARATIRI

As indicated in preceding passages, public art can contribute to the identification and enhancement of prominent buildings and sites within ATARATIRI. It can also generally enrich the pedestrian environment. To seize these opportunities, the subject of public art should be considered at the same time that building envelopes, open space areas, circulation routes and perimeter definitions are being established.

The public art policies recommended in Cityplan would require contributions from development proposals exceeding 20,000 square metres of gross floor area, excepting social housing projects. Given the anticipated scale and private/public mix of its development projects, ATARATIRI is unlikely to be a major source of funds for public art. Most public art within ATARATIRI, therefore, will likely result from allocations from the proposed Municipal Public Art Development Fund and be targeted according to the process contained in Statement 89 above. However, with the Cityplan proposal to increase City funding for public art to one percent of the annual capital budget, civic buildings and park spaces in ATARATIRI could contribute directly to the provision of public art. As suggested in Statement 90, public design competitions could form a useful vehicle for implementation.

SECTION 7
TRANSPORTATION AND CIRCULATION

7.1 OVERVIEW

The "Cityplan '91 Proposals" report has coined the phrase "the land use/transportation nexus" to refer to the three-way relationship that exists among Central Area jobs, people and trips. Cityplan policy proposals rely heavily on a balance being struck among these factors which is consistent with the overall goal of urban intensification. Essentially, Cityplan recommends an ambitious expansion of housing and population in the Central Area in order to offset the expected trip – generating impacts of new downtown office construction. It should then be possible to effectively contain the number of automobile trips to and from the Central Area. Cityplan projections recognize, however, that under most development scenarios involving estimates of future Central Area office and residential construction, some increase in commuter trips is likely.

In order to achieve the goal of capping the number of automobile trips, the Cityplan transportation proposals seek to accommodate the expected net increases in commuting by making selective improvements to the local and regional transit facilities serving the Central area and introducing disincentives to auto commuting.

In reading this section on transportation policies for ATARATIRI, it is important to recognize the "nexus" relationship. The recommendations to follow have been written to further City transportation goals, as well as to promote a well-connected, viable community at ATARATIRI. Subsequent sections recommend housing and economic development policies that support the transportation policies of this section.

RECOMMENDED POLICY STATEMENTS

91 It is the policy of Council that the streets, transit services, and pedestrian and bicycle routes providing access to and circulation within *ATARATIRI* will:

- **act to integrate *ATARATIRI* with the rest of the city;**
- **provide convenient access to buildings and public open space in *ATARATIRI* for all citizens, including people with disabilities;**
- **promote public safety and security, especially for vulnerable populations, including young children, women and elderly people; and**
- **generally encourage the use of public transit, bicycles and walking, over the use of the private automobile.**

92 It is the policy of Council that the street system within *ATARATIRI* shall consist of a hierarchy of streets including regional, collector and local streets as shown on Figure 19.

EXPLANATION

The previous section of this Plan discusses ATARATIRI's proposed streets in terms of their role and function in the overall pattern of public open space. Statement 91 above focuses on their role as "connectors" in the transportation system. The recommended policy recognizes different scales of analysis: ATARATIRI as one piece of the larger city; and ATARATIRI as a constellation of more localized places and activities. In both instances, the

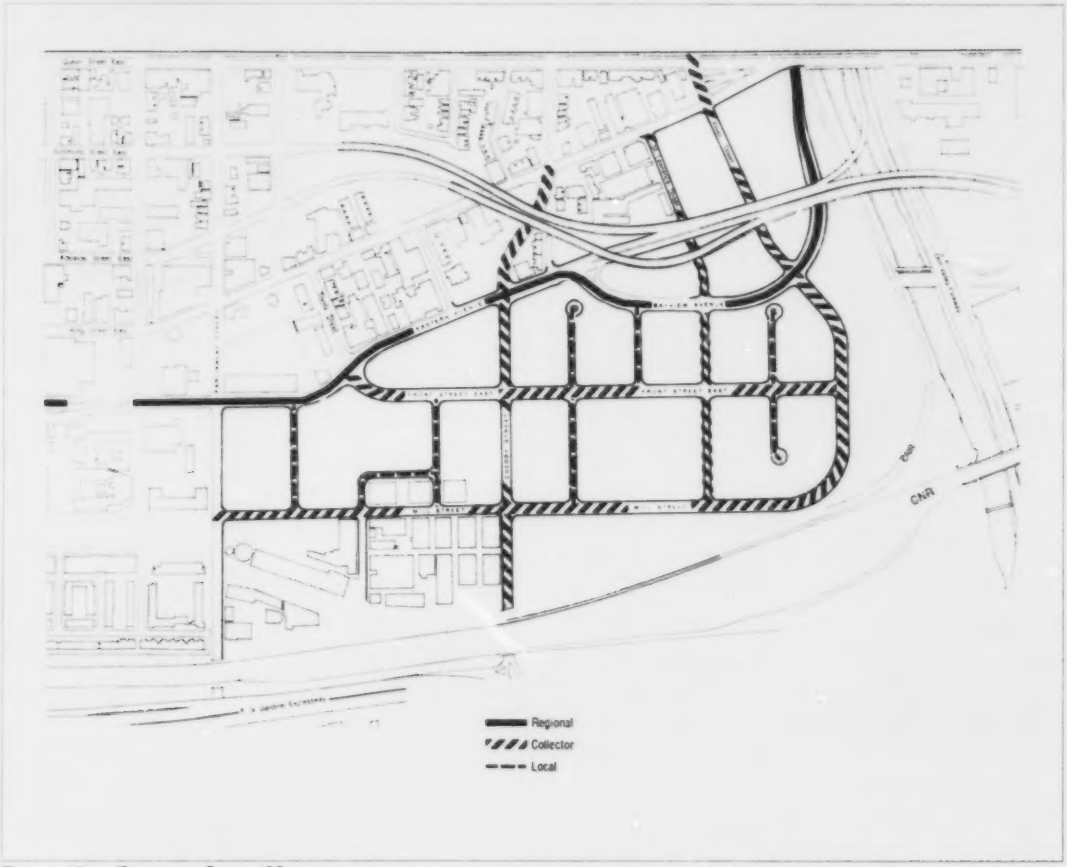


FIGURE 19 PROPOSED STREET HIERARCHY

emphasis is on integration, access and safety – principles that were identified earlier and are repeated throughout this Plan. Consistent with Cityplan '91, the overall thrust of ATARATIRI's transportation and circulation system favours alternatives to the automobile.

The street system described in Statement 92 is discussed in more detail in the following subsections.

7.2 REGIONAL ROAD NETWORK

RECOMMENDED POLICY STATEMENTS

93 It is the policy of Council to develop a road and transportation system within *ATARATIRI* that will have minimal negative impact on access to the Central Core by vehicles using existing Metropolitan Roads and Expressways in the vicinity.

94 It is the policy of Council to confine regional automobile traffic using existing Metropolitan Roads and Expressways in the vicinity of *ATARATIRI* to a limited number of routes that will have minimal negative impact on local and collector streets within *ATARATIRI*.

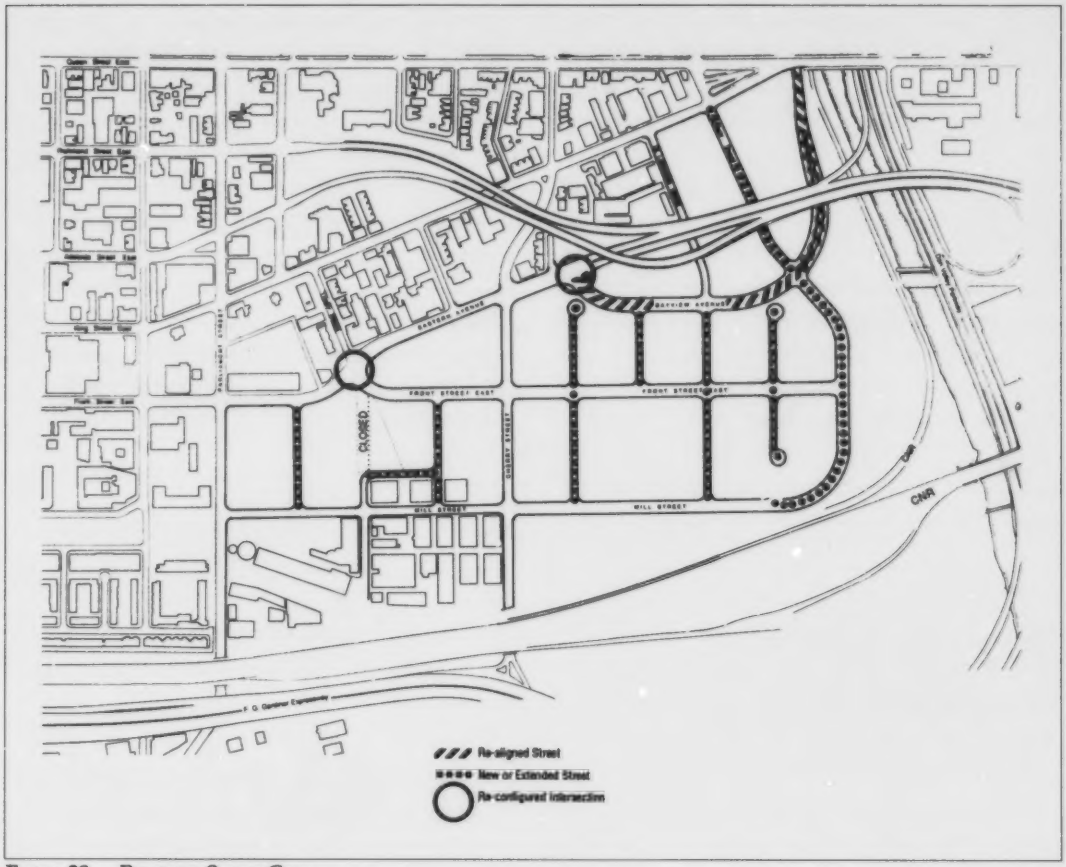


FIGURE 20 PROPOSED STREET GRID

95 It is the policy of Council to establish a new alignment of Bayview Avenue connecting directly with Eastern Avenue to serve as the primary route for regional automobile traffic to access the Central Core from existing Bayview Avenue. The newly aligned and connected route, as shown on Figure 20, should have rights-of-way and intersection configurations that, as much as possible, accommodate anticipated automobile traffic. A portion of the low level interceptor sewer underneath existing Eastern Avenue will be reconstructed in accordance with the proposed realignment.

EXPLANATION

As explained in the "Principles, Directions and Strategies" report, the primary challenge of designing a new road network for ATARATIRI is balancing the goals of connecting ATARATIRI with the external world and protecting ATARATIRI from unwanted commuter traffic. This dilemma is not unique: most Toronto neighbourhoods struggle with encouraging the traffic they need (local) and discouraging the traffic they reject (regional). Due to its location at the eastern gateway to downtown, crossed and bounded by major regional roads and expressways, ATARATIRI is particularly vulnerable to commuter incursions. Since current and proposed City policy does not contemplate reductions in the use of these routes, transportation planning for ATARATIRI must ensure that any ATARATIRI-related road changes will not impede regional flows now or in the future.

The recommended engineering solution to managing regional traffic in the vicinity of ATARATIRI is to channel it around and through the planned community in a manner that minimizes the likelihood of infiltration along local streets. The key element of this plan is a realignment of existing Bayview Avenue south of Queen Street to swing westward and connect with Eastern Avenue. Bayview now extends to Front Street East, where they meet at an acute angle intersection. In the proposed scheme, Front Street would continue to have an outlet at its eastern terminus, but this would be provided by an extended River Street, which is described in the following subsection.

In approving the "Principles, Directions and Strategies" report, Council authorized City officials to work with their Metro counterparts in designing new alignments for Bayview and Eastern Avenues. This design work is now far advanced, with all parties agreeing on the recommended alignments. Engineering studies of the low level interceptor sewer underneath existing Eastern Avenue have been completed. Matters of construction cost-sharing and the appropriate transfer of land ownership are yet to be decided. Presumably, Metro will give up title on the Bayview right-of-way that is to be abandoned, in exchange for land required for the new alignment. The legal status of any existing or proposed utilities within the road allowances is a further consideration.

FURTHER ACTION

The appropriate City officials should negotiate with staff of Metro Toronto and any affected utility companies in resolving questions of land interests and construction costs related to the proposed realignment of Bayview and Eastern Avenues and subsurface infrastructure.

7.3 LOCAL STREET GRID AND CONNECTIONS

The previous section highlights the importance of the traditional Toronto street grid and recommends its extension within ATARATIRI (see Statement 68 in Section 6). The grid will structure development within ATARATIRI to assume the familiar city pattern. Its reasonably tight mesh will encourage human-scale buildings that relate well to surrounding public space. From a transportation viewpoint, the grid allows multiple connections to the bordering street network, promoting integration and easy access. The recommendations to follow focus on individual components of the proposed ATARATIRI street pattern in order to clarify the role of each in achieving urban design and transportation objectives.

7.3.1 RIVER/MILL

RECOMMENDED POLICY STATEMENT

96 It is the policy of Council that River Street be extended through *ATARATIRI*, as shown on Figure 20, to form a perimeter street connecting with Mill Street. This extension will be designed to:

- **constitute an important automobile, pedestrian and bicycle connection to communities to the north of *ATARATIRI*;**
- **provide access, views and vistas to the Don River and proposed East and South Parks;**
- **create a strong street edge along the eastern and southern perimeters of the site; and**
- **act as a collector street for local traffic.**

EXPLANATION

River Street rises out of the Don valley, north of Gerrard Street, and proceeds south to its termination at King Street East. The proposed street plan extends River Street south into ATARATIRI, and swings it east to follow, once again, the edge of the Don valley. Extended River Street will reinforce links to Corktown, Trefann Court and Queen/River to the north; and will provide a prominent border to the community alongside the Don. South of its intersection with re-aligned Bayview Avenue, River Street will follow the eastern crest of the proposed flood fill (discussed earlier in Section 4). The elevation in grade will enhance views of the valley and provide a modicum of vertical separation from the CN rail corridor.

7.3.2 ST. LAWRENCE

RECOMMENDED POLICY STATEMENT

97 It is the policy of Council that St. Lawrence Street be extended south of existing Eastern Avenue, through *ATARATIRI* to Mill Street, as shown on Figure 20. This extension will be designed to:

- **reinforce an existing connection to the community immediately to the north of *ATARATIRI;***
- **contribute to the formation of a regular grid of streets and blocks of appropriate dimensions within *ATARATIRI;***
- **provide for a possible future connection to areas south of the rail corridor; and**
- **act as a collector street for local traffic.**

EXPLANATION

By extending its existing short run between King Street East and old Eastern Avenue, St. Lawrence Street will provide another north-south link. As proposed in Statement 73 in the preceding section, St. Lawrence Street should traverse the site and have an open termination at Mill Street, leaving available the opportunity to breach the rail barrier if favourable circumstances permit in the future.

7.3.3 FRONT

RECOMMENDED POLICY STATEMENT

98 It is the policy of Council that Front Street East be improved to serve as *ATARATIRI*'s primary community shopping street as shown on Figure 20. Front Street East will be widened to the appropriate rights-of-way to accommodate automobile traffic, public transit, bicycles and pedestrians. It will be designed to:

- **be a primary automobile, transit, bicycle and pedestrian connection to the communities to the west of *ATARATIRI* and to the downtown;**
- **provide views and vistas between the downtown and the Don River valley;**
- **function as a *traditional shopping street* for *ATARATIRI;***
- **facilitate social interaction among residents of and workers in *ATARATIRI;***
- **act as a collector street for local traffic; and**
- **discourage regional automobile traffic.**

EXPLANATION

The "Principles, Directions and Strategies" report recommends that ATARATIRI be organized around a "main street", in the tradition of most Toronto neighbourhoods. Front Street East is best suited for this role. The current site plan envisions a substantially widened boulevard, especially east of Cherry Street, allowing generous sidewalks and tree plantings along its north side. Although it should be a busy, lively street, through commuter traffic should be restricted. This is accomplished in the proposed plan by eliminating a direct connection to Bayview Avenue and by re-configuring the Front/Eastern intersection to discourage afternoon rush-hour movements.

7.3.4 NEW LOCAL STREETS

RECOMMENDED POLICY STATEMENT

99 It is the policy of Council that new north-south and east-west streets be developed within *ATARATIRI*, as shown on Figure 20. These local streets will be designed to:

- **contribute to the formation of a regular grid of streets and blocks of appropriate dimensions within *ATARATIRI*;**
- **provide automobile, pedestrian and bicycle access to buildings within *ATARATIRI*;**
- **provide connecting routes through *ATARATIRI* for pedestrians and bicyclists;**
- **discourage through traffic by automobiles; and**
- **provide quality open space for pedestrians and local residents.**

EXPLANATION

The new local streets shown on Figure 20 are intended to serve primarily the development that immediately flanks them. They will provide parking and service access for most of the development blocks. Lined with trees and lower-scale buildings, they will have a distinctly residential character. Narrow traffic lane widths created by on-street parking and possible pavement width constrictions at intersections will impede through car traffic.

7.3.5 TRINITY

RECOMMENDED POLICY STATEMENT

100 It is the policy of Council to pass by-laws to close existing Trinity Street as an automobile route between Front Street East and Mill Street.

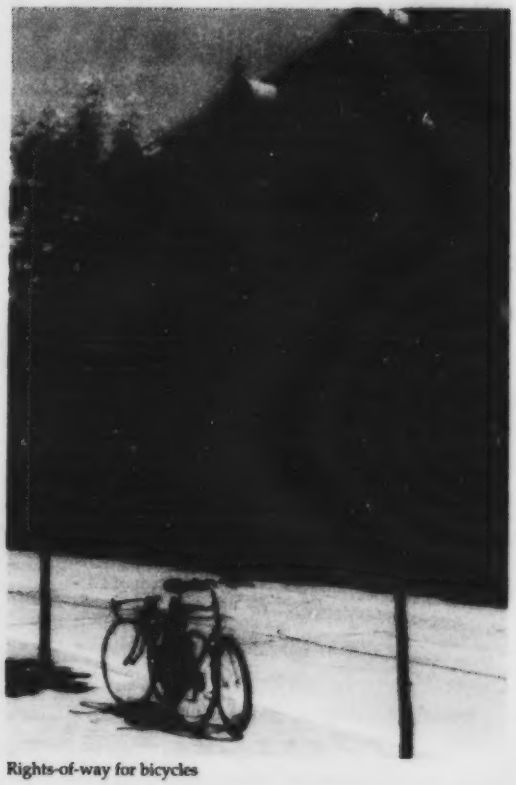
EXPLANATION

Trinity Street is quite modest in its proportions, but has important historical associations. At its north end is Little Trinity Church and the historic Enoch Turner Schoolhouse; two blocks south, Trinity Street terminates in the heart of the Gooderham and Worts heritage site. These significant associations and connections should be preserved and enhanced. The proposed re-configuration of the Front/Eastern intersection would eliminate, for traffic engineering reasons, the entry and exit of Trinity at the south side. Closing the street to automobile traffic south of this point gives clear priority to pedestrians. As described more fully in Section 13, the site plan calls for a neighbourhood plaza at this location to reinforce the north-south visual connection and to make pedestrian circulation easier between Corktown and Gooderham and Worts.

7.4 BICYCLE ROUTES

The Central Area Residents Survey conducted in the preparation of Cityplan '91 found that 8% of the respondents commuted to work by bicycle. A much larger proportion of the general population occasionally cycle for recreation. With bicycle use increasing, ATARATIRI is well-poised to serve both groups of cyclists. The Don River bike path borders the site on the east and the Martin Goodman trail is reasonably nearby to the south. For commuters, the downtown core is easily accessible along "bicycle friendly" routes such as The Esplanade. For many ATARATIRI residents and workers, bicycles will provide a space-efficient, non-polluting, and healthy alternative to the automobile.

Improved access to Don River bicycle path



Rights-of-way for bicycles

RECOMMENDED POLICY STATEMENTS

101 **It is the policy of Council to encourage the use of bicycles within *ATARATIRI* for recreational, commuting and shopping purposes.**

102 **In addition to dedicating City-owned land for bicycle route purposes, it is the policy of Council to use its available powers to secure additional rights-of-way to provide an off-street bicycle route between Parliament Street and the Don River, along the south edge of the Gooderham and Worts property and *ATARATIRI*, as shown on Figure 21.**

103 **It is the policy of Council that the proposed River Street extension, Mill Street and Front Street East be designated as bicycle routes with appropriate signage and pavement widths. It is Council's intention that these routes be developed within a larger system of bicycle connections providing access to the downtown core.**

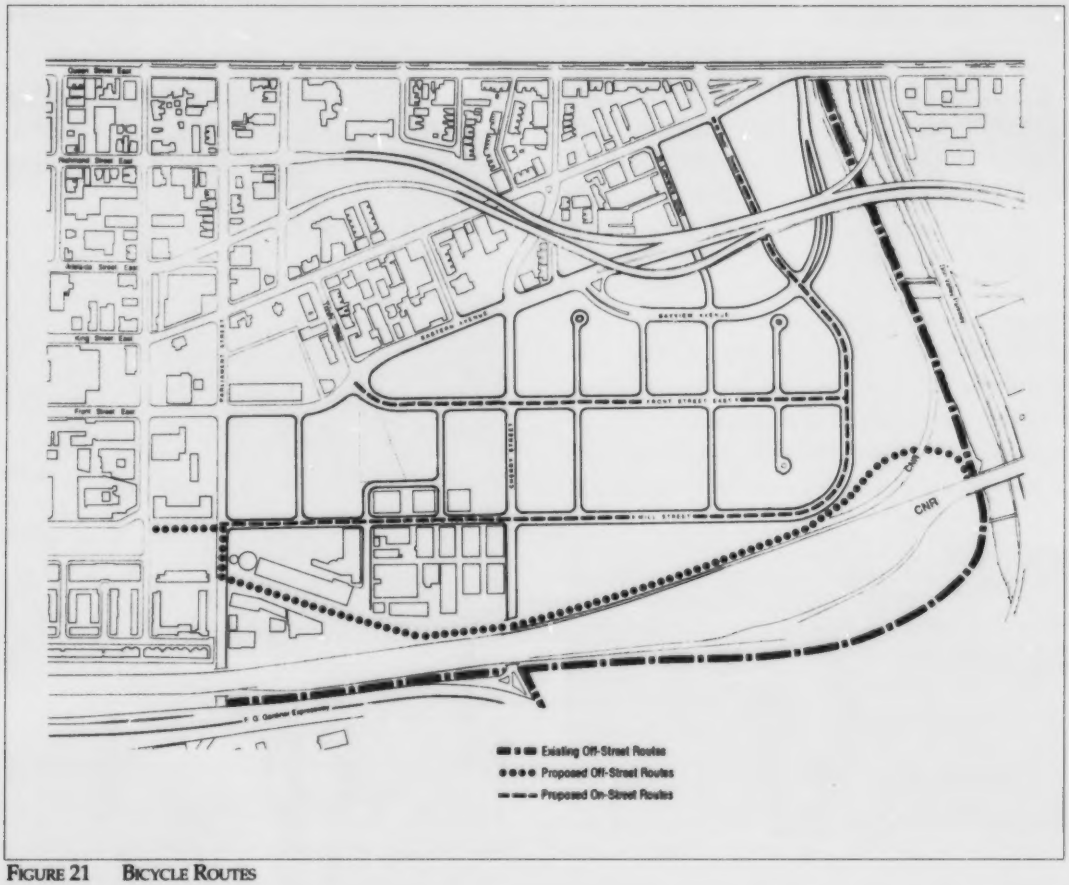


FIGURE 21 BICYCLE ROUTES

EXPLANATION

The "Cityplan '91 Proposals" report recommends the development, city-wide, of a network of on-street and off-street bike lanes and paths. Figure 21 describes where these routes should be in ATARATIRI. The objectives of the above recommendations are to: ensure safe and convenient bike access within ATARATIRI; provide connections to the city's existing recreational bike path network; and promote bicycle commuter links. Policies to encourage bicycle parking facilities are discussed at the end of this section.

7.5 PEDESTRIANS

Walking is the preferred mode of travel for a significant proportion of the Central Area population – 12% according to the Central Area Residents Survey. The preceding Section 6 puts a good deal of emphasis on developing a high quality pedestrian environment within ATARATIRI. The following recommendations complement these policies from a transportation planning perspective.

Emphasis on sidewalk safety

Streets will be planned for pedestrians

RECOMMENDED POLICY STATEMENTS

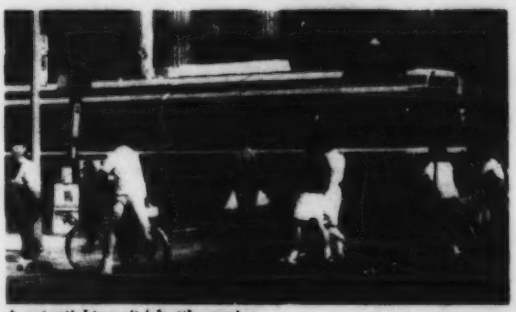
104 It is the policy of Council that pedestrian circulation should occur along streets at the street level and that pedestrian access to all buildings and uses within *ATARATIRI* should, where possible, be directly from street level.

105 It is the policy of Council that pedestrian circulation be encouraged within *ATARATIRI* by:

- **the development of public streets and streetscapes that are safe and secure, comfortable, convenient and offer varied activities and experiences to pedestrians;**
- **the provision of adequate lighting, landscaping, street furniture, public art, paving and other public works; and**
- **limiting through automobile traffic on local streets.**

7.6 PUBLIC TRANSIT

As mentioned in the overview to this section, current and proposed City policy gives clear priority to public transit improvements over any measures that would encourage further automobile commuting to the Central Area. ATARATIRI should be designed to be the "model" transit community, consistent with the City's policy thrust.



A potential transit/shuttle service

7.6.1 LOCAL TRANSIT

RECOMMENDED POLICY STATEMENTS

106 It is the policy of Council to promote public transit in *ATARATIRI* by encouraging improvements to existing local transit services and by encouraging the establishment of new local transit services.

107 It is the policy of Council to seek the provision of a local transit route along the length of Front Street East, east of Parliament Street, to form a direct transit connection to the downtown and to the subway system.

108 Council shall undertake to examine and evaluate the benefits, costs and means of providing a community transit/shuttle service in *ATARATIRI*.

EXPLANATION

Figure 22 indicates existing and proposed transit routes in the vicinity of ATARATIRI. The TTC system does not serve the whole of ATARATIRI particularly well, although high volume routes run past the site, especially to the north. Additional rider demand generated by ATARATIRI may be cause to improve service along some of these lines, such as the King streetcar and the Parliament bus. To provide convenient service within the core of the new community, the recently initiated Front Street bus route should be extended eastward. It will be important to implement these extensions in step with the project development schedule to ensure there are no delays in service once occupancy begins.

Regional and local transportation routes

With its relatively dense population and proximity to the downtown, ATARATIRI may offer a useful testing ground for innovative transportation alternatives. Statement 108 above suggests one possibility. A local shuttle service within ATARATIRI may prove pertinent because of the expected high concentration of potential users, including elderly people and people with disabilities. The service would be concentrated in the immediate neighbourhood, taking riders to and from their homes or workplaces, local services and facilities and TTC connections. Given the compact nature of the proposed site plan, such a service may prove to be financially feasible and would do much to promote access and reduce local traffic and parking demand.

FURTHER ACTION

The Commissioners of Planning and Development and Public Works and the Environment, in consultation with other appropriate officials, should report further on the feasibility of implementing, on a pilot project basis, a local transit/shuttle service in ATARATIRI.

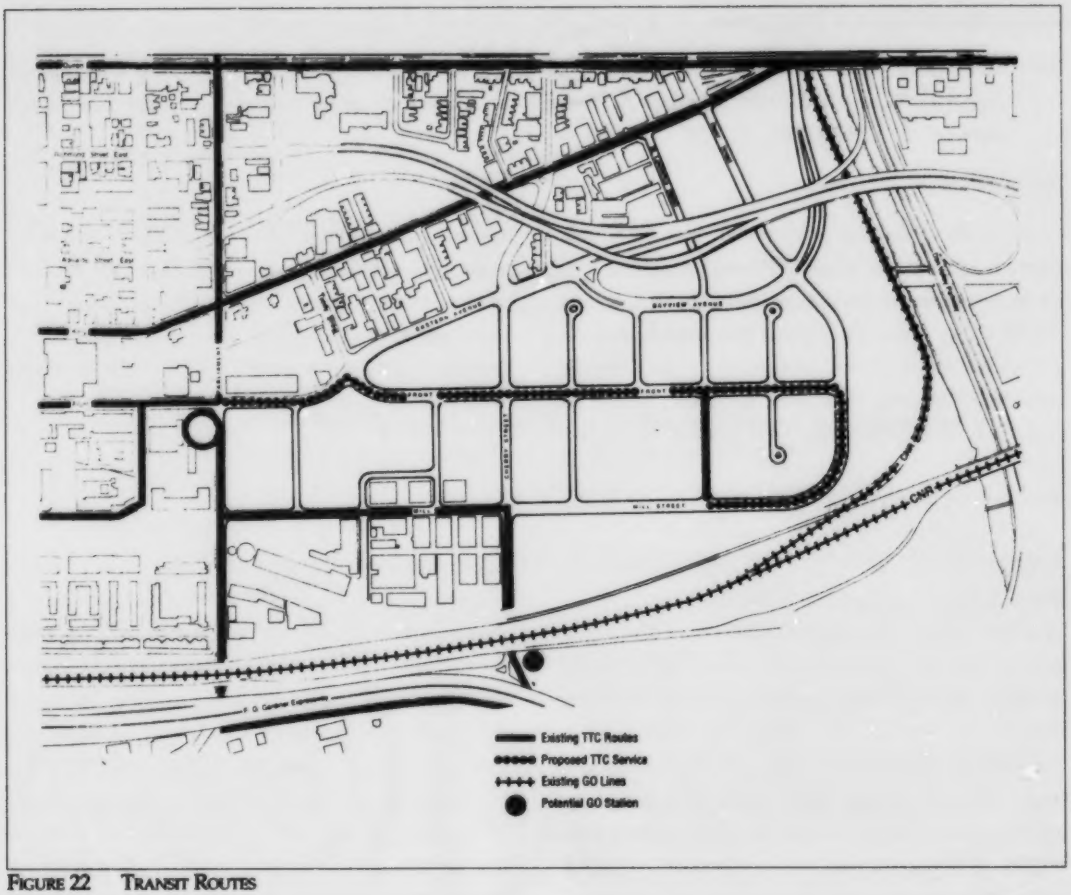


FIGURE 22 TRANSIT ROUTES

7.6.2 REGIONAL TRANSIT

Three existing GO rail services (Richmond Hill, Stouffville and Lakeshore East) converge in the vicinity of ATARATIRI and pass by its southern border. There are plans to expand GO service, and Metro and GO are seriously considering the location of a new station around Cherry Street and the rail corridor. These improvements are aimed at answering current service demands. The proposed Cherry station, for example, is intended to relieve pressure from Union Station, which is heavily used.

Under preliminary discussion is the eastward extension of the Harbourfront LRT, which could have stops in the vicinity of ATARATIRI. The planning of this service is based on anticipated future demand, rather than immediate ridership potential. Its viability seems dependent on major redevelopment occurring in areas such as East Bayfront, the Port, and other underdeveloped tracts further to the east.

RECOMMENDED POLICY STATEMENT

109 In considering the establishment of new or extended regional public transit routes in the vicinity of *ATARATIRI*, it is the policy of Council to seek local connections to such proposed routes to serve the residents of *ATARATIRI*.

EXPLANATION

None of the proposed or potential regional transit improvements in the ATARATIRI environs is likely to have a significant impact on development within ATARATIRI since the future population will be primarily residential and oriented to the local transit network. For some residents, however, access to regional transit facilities may be important and would reduce their reliance on automobiles. It would be appropriate, therefore, to ensure that local TTC services are well integrated with any new or expanded regional services. This is consistent with Cityplan policy proposals aimed at a more efficient and balanced utilization of the two systems.

7.6.3 WORKPLACE INCENTIVES TO REDUCE AUTOMOBILE USE

Most of the foregoing policies promoting alternatives to the automobile are targeted at the residential population of ATARATIRI. Since ATARATIRI will be a mixed-use community, the transportation needs of its future working population must also be considered. The recent report of the Healthy City Office, "Reconsidering the Automobile: A Municipal Strategy", recommends some ways of encouraging higher transit use among employees. Subsidizing worker transit costs and restricting employee parking represents one "carrot and stick" approach.

The "Reconsidering the Automobile" report suggests a number of other strategies as well. The Ministry of Transportation, for example, has a program to encourage companies to develop ridesharing at their workplaces. This strategy may not be as suitable for ATARATIRI as for other locations that are without good access to public transit. Ridesharing should only be considered if it will not adversely affect transit use. Other strategies such as a work-at-home policy and local job creation are most compatible with the planned vision for ATARATIRI and are being actively explored. These ideas are discussed more fully in Sections 11 ("Industrial, Commercial and Institutional Uses") and 14 ("Job Development").

City policy now requires major non-residential developments to submit "transportation demand management plans" as a condition of approval. A similar policy is recommended for ATARATIRI in Section 17 of this Plan. The ideas presented here, and elsewhere, for reducing automobile use could be implemented through their inclusion in transportation demand management plans.

7.7 PARKING

As indicated above, the City has firmly embarked upon a course of auto-minimization and has recently adopted procedures requiring automobile reduction measures to be a consideration in the development approval process. Part of a comprehensive strategy to reduce automobile usage involves promoting alternative modes of transportation, as recommended above. As pointed out in the "Cityplan '91 Proposals" report, however, it remains appropriate to consider additional actions to render automobile travel less attractive. In this respect, the parking supply is the policy instrument most under the City's control.

The parking policy and strategy for ATARATIRI has two basic components: the parking requirements for individual developments, and the general provision of parking which is not tied to specific developments and is available for use by the general public.

7.7.1 PARKING REQUIREMENTS

RECOMMENDED POLICY STATEMENT

110 It is the policy of Council to pass by-laws requiring minimum and maximum automobile parking requirements for certain classes of residential and non-residential development in *ATARATIRI*. In determining these parking requirements, Council shall ensure that:

- **excessive automobile usage is not encouraged;**
- **minimum requirements are primarily intended to meet anticipated demand by residents living in *ATARATIRI* as opposed to people coming from outside of *ATARATIRI*;**
- **the requirements for *ATARATIRI* do not exceed requirements that apply generally to the rest of the Central Area;**
- **the design, layout and dimensions of parking spaces and parking areas maximize the efficient use of space assigned for parking;**
- **where practical, full parking utilization is encouraged for uses with differing demand patterns in order that the overall demand for parking spaces is minimized; and**
- **provision is made for parking for people with disabilities.**

EXPLANATION

The overall aim of Statement 110 is to provide for a reasonable, but contained, supply of parking in ATARATIRI. The recommended policies differentiate among various sources of parking demand and encourage the efficient use of parking supply.

Statement 110 proposes that parking requirements in ATARATIRI be mainly concerned with securing an adequate supply of parking for ATARATIRI residents. Comparisons of survey results of Central Area residents suggest that more residents own cars than regularly use them. Although on a daily basis Central Area residents show a distinct preference for alternative travel modes, many still own cars for occasional use. Restrictions on parking supply for these car owners may cause hardship without necessarily altering the overall pattern of car utilization.

The "ATARATIRI Residential Parking Demand Study" (IBI Group, 1990) surveyed a number of downtown residential developments and concludes that the actual incidence of car ownership for broadly defined tenure and household classifications matches reasonably well the current parking requirements of the zoning by-law. Within categories (such as assisted housing), however, a fair degree of variation exists. For most residential categories, it was found that the existing visitor's parking requirements do not adequately meet peak demand. Statement 110 nevertheless proposes that the current residential parking requirements be applied in ATARATIRI in order to discourage the non-essential use of the car in the community. Visitors who need to drive their cars will be able to search for and find parking spaces from the supply of generally available public parking facilities located throughout the community.

Exempting some, or all, small retail and community service uses from a parking requirement should be considered. The retail strategy (as described in Section 10) is aimed at meeting local needs, not at attracting a regional clientele. The public parking strategy recommended in the next subsection should consider

how best to accommodate the need for parking to serve car-dependent employees, shoppers and visitors. It may be that development-specific parking requirements are not consistent with the general desire to discourage non-essential automobile use and to encourage the full utilization of the parking spaces that are provided.

At the moment, the parking requirements for the Downtown Parking and Loading Zone (which contains most of the Central Area) establish both minimum and maximum standards for most non-residential uses. Again, if the intention is to reduce the supply of parking available to people coming from outside ATARATIRI in order to encourage alternative modes of travel, then it is worth considering bringing the maximum requirements down to be the same as the minimum.

Parking spaces are expensive to develop in dense, downtown situations. To avoid squandering valuable open space, parking must be provided in costly structures, either below or above grade. It is important, therefore, that the spaces provided are efficiently designed and fully utilized. A number of ideas are worth considering for ATARATIRI, as suggested in Statement 110. In other jurisdictions, for example, parking requirements distinguish between full-size and compact cars, thus allowing for more spaces within a given area. Attention should also be paid to different parking utilization patterns. Shared use of garage facilities would recognize that the parking demands of residents, workers and visitors may peak at different periods during the day and week.

While the proposed parking policies for ATARATIRI are aimed at containing the supply of parking, exception should be made for parking for people with disabilities. Consistent with the principles of integration and access, all developments of an appropriate size should be required to provide parking spaces of suitable dimensions for residents, workers and visitors who have physical disabilities. At the moment, disabled parking is typically secured through Section 40 development agreements. The effect of Statement 110 would be to make this a zoning by-law requirement.

7.7.2 PUBLIC PARKING STRATEGY

RECOMMENDED POLICY STATEMENT

111 It is the policy of Council that a controlled number and distribution of public parking spaces be provided in on-street and off-street locations throughout ATARATIRI to serve the parking needs of residents, businesses and community services.

EXPLANATION

The "bare bones" parking requirements recommended in Statement 110 are intended to serve the car storage needs of ATARATIRI residents almost exclusively. The efficient functioning of the community will require that the needs of car-dependent employees and visitors to ATARATIRI also be met. For this purpose, an explicit parking strategy should be developed and implemented for each phase of the development. The strategy would estimate the total number of public parking spaces required to serve car-essential drivers and would recommend an appropriate distribution of on-street and off-street spaces by general location.

RECOMMENDED POLICY STATEMENT

112 It is the policy of Council that on-street public parking shall generally be permitted on all City-owned streets within *ATARATIRI*. Council shall use its powers of regulation to maximize the availability of on-street parking in *ATARATIRI* to people visiting local businesses, services and residents, and to discourage its use by commuters living outside of *ATARATIRI*.

EXPLANATION

The prime public parking resource in ATARATIRI will be its streets. It is anticipated that meeting the need in the community for short term parking will require that on-street parking be generally permitted throughout the development. The extensive permission of on-street parking will also have the desired effect of restricting automobile movements and discouraging high-speed, through traffic.

It will be necessary to regulate the use of on-street parking if the public parking strategy is to be successful. The appropriate regulations should be addressed by each development phase's public parking strategy. In general, it is anticipated that most on-street parking spaces should be marked out and metered to encourage drivers to make efficient use of the available space, and to discourage long-term parking by commuters to the downtown, or by residents with access to spaces in parking garages.

RECOMMENDED POLICY STATEMENT

113 It is the policy of Council to limit the development and use of parking structures and parking lots providing spaces in excess of the Zoning By-law's parking requirement in *ATARATIRI*, and in general to permit the development and use of only those parking structures and lots that are identified as necessary to serve local public parking demand by the area's public parking strategy. Where such parking structures and lots are developed, Council shall use its available powers to ensure that their spaces are available to members of the general public with destinations within *ATARATIRI*.

EXPLANATION

Statement 113 seeks to control the development of parking garages and lots to accommodate the essential use of the car within ATARATIRI, but discourage non-essential car use. It is anticipated that the public parking strategy will identify areas and situations where the supply of on-street parking does not adequately accommodate essential demand. The City would then encourage the provision of additional spaces in private development, or would develop the required spaces itself through the Toronto Parking Authority. Other parking garages, whether for public or private use, would be prohibited by ATARATIRI's zoning by-law unless required to meet the by-law's parking requirement.

Where parking garages are developed, it is recommended that the City use every effort to ensure that the spaces are used efficiently to serve local demand. For example, it should encourage ways of preventing the reservation of spaces by individuals or companies. It should also promote pricing structures that discourage the use of ATARATIRI parking spaces by commuters to the downtown. A system of reduced rate parking vouchers or passes might be used to make long-term parking affordable for people with destinations within the community, while still discouraging the downtown commuter.

FURTHER ACTION

The Commissioner of Planning and Development in consultation with the Commissioners of Housing and of Public Works and the Environment, and the Toronto Parking Authority should prepare a public parking strategy that will meet the needs of car-essential drivers for each phase of development in ATARATIRI.

Encouraging bicycle commuting

7.7.3 DESIGN OF PARKING FACILITIES

RECOMMENDED POLICY STATEMENT

114 It is the policy of Council to use its availabie powers to encourage the location of permanent parking facilities below grade or partly below grade where at all possible in *ATARATIRI*, and if above grade, located so as to be generally faced by other uses at exterior walls, or with appropriate design of exterior walls of buildings and in locations where the impact of such facilities on streets, open spaces, pedestrian walkways and other land uses is minimized. In all cases, Council shall seek to ensure that the design of parking facilities promotes personal safety and security.

EXPLANATION

Parking garages, if poorly designed and located, can have a deadening effect on adjacent activities. Statement 114 above recognizes the importance of promoting a vibrant street environment by suggesting that parking be "hidden" from view. An important caveat, however, is that parking facilities be designed with priority given to safety and security issues.

7.7.4 BICYCLE PARKING

RECOMMENDED POLICY STATEMENT

115 It is the policy of Council to pass by-laws to secure the provision of bicycle parking facilities in all appropriate developments in *ATARATIRI*.

EXPLANATION

Both the "Cityplan '91 Proposals" report and the "Reconsidering the Automobile" report recommend various means of encouraging bicycle use, including the provision of more bicycle parking. The City Cycling Committee currently is investigating appropriate bicycle parking standards for different types of development. In the past, bicycle parking occasionally has been secured in new developments through Section 40 development agreements. Statement 115 proposes that a more aggressive and consistent policy be adopted for ATARATIRI, to be enforced through the zoning by-law.

Bicycle parking standards

FURTHER ACTION

The Commissioner of Planning and Development in consultation with the City Cycling Committee should study and prepare bicycle parking standards for various types of development, for inclusion in the ATARATIRI zoning by-law.

Section 8
Green Development Initiatives and Related Policies

8.1 Overview

Previous sections of this Plan discuss ways to clean up environmental conditions at ATARATIRI in order to develop a safe and healthy community. For ATARATIRI to be a sustainable community, however, more positive action is required. ATARATIRI can become a model "green" community. Section 7 proposes a transportation plan that minimizes the use of the automobile. Section 13 recommends an open space system that recognizes the potential of a restored Don River (also discussed as a significant natural feature in Section 6). This section describes ways to conserve water and improve water quality; conserve energy; and manage waste. The concluding discussion recommends means of promoting environmental awareness among future ATARATIRI residents and workers. Having undone the abuse and neglect of the past, ATARATIRI's development should support an enhanced quality of life – now and in the future.

8.2 Water Quality and Water Conservation

8.2.1 Storm Water Management

Recommended Policy Statements

116 It is the policy of Council that a new drainage system be designed and developed for *ATARATIRI* that includes the construction of new separate sanitary and storm sewers. The drainage system will be designed to be compatible with the proposed Sewer System Master Plan for the city. It will be designed to have the capacity to carry expected flows and to minimize the discharge of pollutants into natural water bodies.

117 It is the policy of Council that the storm water control component of the *ATARATIRI* drainage system, including end of pipe treatment, be designed to meet provincial storm water quality criteria for warm water fisheries.

Explanation

Although storm water management is now a common condition of development approval for rural or suburban subdivisions, it typically is not a planning consideration in a built-up urban area with an established sewer system. Redevelopment at the scale of ATARATIRI allows the opportunity to replace obsolete sewers with new services that are designed to enhance the quality of storm runoff.

Most of the storm sewers in ATARATIRI will be replaced in the course of redevelopment. The existing sewers were designed to handle flows from a storm with a two year return frequency. The new sewers will meet the higher five year storm standard. At the moment, part of the ATARATIRI site drains eastward into the Don River via four substandard sewer outfalls that surcharge in times of high water. The flood remedial works described in Section 4 include the placement of a substantial amount of earth fill on the eastern portion of the site. The effect of this fill will be to alter the overall drainage pattern in the area, directing all runoff south to an outlet at Cherry Street. Consultant studies recommend the

construction of a large underground storm water retention tank near this location, which would have the capacity to contain anticipated storm flows and to allow sediments to settle out. To meet current provincial water quality standards for new development, the consultants estimate the need for a tank volume of 3345 cubic metres. A tank this size would provide 24 hour retention of a 13 mm (2 hour) design storm. By way of comparison, the only other similar facility in Toronto is the recently constructed retention tank in the Beach, which is approximately 2000 cubic metres in volume.

The proposed storm water management system for ATARATIRI will be a "first" for Toronto and will point the way to the future for other large-scale redevelopment projects in the city.

8.2.2 WATER CONSERVATION MEASURES

RECOMMENDED POLICY STATEMENTS

118 It is the policy of Council to use its available powers to promote water conservation in the design and construction of all new buildings in *ATARATIRI*. Council shall encourage the use of water minimizing devices and measures aimed at reusing rainwater.

119 It is the policy of Council that all City-owned buildings and properties in *ATARATIRI* will incorporate features to minimize water consumption and promote water quality enhancement. In public open spaces, Council shall favour landscaping and planting that conserves water. Council shall discourage the use of pesticides and fertilizers that are damaging to the environment.

120 It is the policy of Council to require the mandatory water metering of all new buildings in *ATARATIRI*. Council shall seek to have all businesses and dwelling units in *ATARATIRI* individually metered.

EXPLANATION

Living beside a major body of fresh water, many Torontonians may not consider water to be a precious resource worthy of special conservation efforts. The benefits of water conservation, however, go beyond merely preserving water resources. Substantial capital and operating savings are realized due to a reduced need for the treatment, distribution and collection of water and sewage. Energy is conserved that is used in the treatment and distribution of water, in the collection and treatment of wastewater, and in the wasteful use of heated water. Finally, fewer chemicals are required for the treatment of drinking water and sewage.

Recommendations by the Commissioner of Public Works and the Environment recently approved by Council now require proponents to submit water conservation plans, energy efficiency and conservation plans and material recovery and waste reduction plans as a condition of development approval. Statement 118 above reinforces the City's intent to ensure that water conservation is an important consideration in the design and construction of new buildings in ATARATIRI. The legal means of securing these provisions is described in Section 17 ("Sequencing of Approvals").

The City can lead the way in water conservation techniques by incorporating "state of the art" features in its own buildings and properties. This is the intent of Statement 119.

Water, a precious resource

Individual metering of water consumption creates a direct incentive for occupants to conserve water. The City's Universal Water Metering program provides for the mandatory metering of all new buildings (until recently, residential buildings containing less than four units were generally charged on a flat rate basis). However, in a multi-unit building (either residential or non-residential), the incentive to conserve water is attenuated if each unit is not metered separately. The effect of Statement 120 is to go beyond existing City policy and require metering for individual units, rather than the building as a whole. In the past, this could have presented difficulties for meter readers due to limited access to all of the meters in a building. With the use of electric sensors, it is now possible to measure water consumption in separate units from a convenient, central location in a building. This technology should be applied in ATARATIRI.

Cherry Beach, five minutes from ATARATIRI

FURTHER ACTION

The Commissioner of Finance, in consultation with the Commissioner of Public Works and the Environment, should report on an implementation strategy for metering the water consumption of individual businesses and dwelling units in ATARATIRI.

8.3 ENERGY CONSERVATION

8.3.1 SITE AND BUILDING PLANS

RECOMMENDED POLICY STATEMENTS

121 It is the policy of Council to use its available powers to promote energy efficiency and conservation in the design and siting of new development in *ATARATIRI*. In reviewing development applications, Council shall have regard for the following:

- **encouraging compact building forms that enclose more volume with less surface area, and share peripheral surfaces (floors, walls and ceilings) to the fullest extent possible; and**
- **promoting the siting and orientation of buildings that take full advantage of natural and constructed windbreaks, solar energy and natural lighting, while minimizing the negative aspects of summer sun and winter heat loss.**

122 Council shall seek the cooperation and support of other governments and agencies in encouraging the use of suitable energy efficient technologies and design, including passive solar heating and natural ventilation, where appropriate.

EXPLANATION

The building typology proposed for ATARATIRI, and described in Section 6, is inherently energy efficient. It epitomizes the compact building form suggested in Statement 121 above. In addition, it has been recommended that building and site plans be tested to ensure there are no unacceptable micro-climate impacts. The sun access and local wind effect targets contained in Section 6 should be applied during this testing process.

Statement 122 recognizes that the use of new energy efficient technologies may require funding assistance in order to have widespread acceptance among builders. The City should approach other governments and agencies for the necessary programs to promote and subsidize energy-saving devices and designs.

FURTHER ACTION

The Commissioner of Public Works and the Environment should consult with the appropriate government and agency officials on ways of encouraging the use of suitable energy efficient technologies and design in ATARATIRI.

8.3.2 INDIVIDUAL METERING

RECOMMENDED POLICY STATEMENTS

123 It is the objective of Council to ensure that electrical consumption is individually metered in all dwelling units and businesses in *ATARATIRI*.

124 It is the objective of Council to ensure that thermal energy consumption, if not produced by electricity, is individually metered in all dwelling units and businesses in *ATARATIRI*.

EXPLANATION

Statements 123 and 124 above follow in the same vein as previous Statement 120. The aim is to promote energy conservation at an individual level through direct financial incentives.

8.3.3 MUNICIPAL PROPERTIES AND SERVICES

RECOMMENDED POLICY STATEMENTS

125 It is the policy of Council that all City-owned buildings and properties in *ATARATIRI* incorporate features to maximize energy efficiency where economically viable. In terms of public open space, Council shall promote micro-climate control through appropriate landscape design and choice of plantings.

126 It is the policy of Council that all municipal services in *ATARATIRI*, including streetlighting, be as energy efficient as feasible.

EXPLANATION

Statements 125 and 126 above are similar to previous Statement 119. The City should set high standards for energy conservation by its own actions.

8.3.4 CENTRALIZED HEATING AND COOLING

RECOMMENDED POLICY STATEMENTS

127 It is the policy of Council to seek the provision of centralized neighbourhood heating and cooling, possibly combined with electrical co-generation, for all new development in *ATARATIRI*, provided that the operation of a centralized plant is environmentally supportable.

128 It is the policy of Council to seek the cooperation and support of other governments and agencies in ensuring the economic feasibility of centralized neighbourhood heating and cooling and co-generation for *ATARATIRI*.

EXPLANATION

The "Principles, Directions and Strategies" report describe the findings of a preliminary engineering feasibility study of centralized neighbourhood heating and cooling for ATARATIRI. The study by Engineering Interface (May 1990) concludes that a central plant and its distribution system would be more expensive to build than decentralized heating systems within individual buildings, but it would be substantially less expensive to operate. Consequently, its debt at the outset could be entirely repaid by its tenth year of operation due to higher efficiencies and lower fuel and maintenance costs. The plant should burn natural gas and have the capability for electrical co-generation. With electrical co-generation (and a purchaser for the power produced), the overall economics would be improved beyond an already viable situation. The central plant would be environmentally beneficial for two reasons: greater operating efficiency would result in lower overall fuel consumption (if it is assumed that individual buildings would otherwise have their own gas-fired plants); and the emissions from a central facility would be significantly less than the total emissions from a number of separate plants.

Based on these preliminary findings, the "Principles, Directions and Strategies" report recommends that the provision of centralized heating and cooling be investigated further. The Engineering Interface study raises a few questions that have since been answered by additional research. One concern is that the concentrated nature of the plume from a central plant might not meet Environmental Protection Act emission standards (despite the fact that the total emissions of individual, but scattered, plants would be greater). The air quality consultants for ATARATIRI have now determined that current environmental standards should be achievable, based on a slight increase (3 metres) to the proposed stack height of the schematic plant design proposed in the earlier engineering study. The plant design that was tested did not incorporate the latest emission control factors. A modern plant, designed to higher standards, should have even fewer emissions.

A second issue is whether the capital costs of hooking into a centralized system would be prohibitive for individual developments, despite lower operating costs. In the case of social housing developments, maximum unit price (MUP) restrictions tend to favour the lowest cost hardware, such as electric incremental units, that are the most costly to operate. To a large extent, this issue became moot with the announcement last year by the Province that electrical heating would no longer be approved for social housing projects. With the electrical option not available, subsequent investigations by the engineering firm of Bayes, Yates, McMillan conclude that the direct capital costs for the heating/cooling system, and related work within a building that was part of a centralized system, would be approximately 60% of the equivalent costs for a building with its own gas-fired system.

Statement 127 is based on the research findings of the past year and firmly supports the provision of centralized heating and cooling in ATARATIRI. To be realized, final environmental approvals are necessary and timely implementation is essential. If built, the plant

will be a Toronto "first" in using centralized heating and cooling for a primarily residential community of ATARATIRI's size. This would represent a significant breakthrough in environmentally sensitive planning and engineering, which should be emulated in future large-scale developments.

Statement 128 recognizes that outside assistance could help the implementation of centralized heating and cooling in ATARATIRI. The Province should ensure that MUP levels adequately cover the potentially greater capital costs of systems that are more energy and cost efficient to operate. Ontario Hydro should be encouraged to purchase the power from the co-generation component of the central plant.

FURTHER ACTIONS

The Commissioner of Public Works and the Environment, in consultation with other City officials and the Toronto District Heating Corporation, should prepare terms of reference for a detailed design study of a centralized neighbourhood heating and cooling facility to serve ATARATIRI.

The Commissioner of Public Works and the Environment and other appropriate City officials should consult with other governments and agencies on questions related to the funding and operation of a centralized neighbourhood heating and cooling facility, including incentives for consumers to connect with the central system.

8.4 WASTE MANAGEMENT

8.4.1 DEMOLITION AND CONSTRUCTION

RECOMMENDED POLICY STATEMENTS

129 It is the policy of Council to promote the reuse and recycling of all appropriate materials and wastes that result from the demolition of existing structures in *ATARATIRI*.

130 It is the policy of Council to encourage the use of recycled products in new building and infrastructure construction in *ATARATIRI*.

EXPLANATION

Most of the existing buildings in ATARATIRI will be demolished to make way for new development. Demolition is underway on vacant buildings that present maintenance and liability problems due to their condition. The demolition specifications to date have required recycling of all appropriate materials. This should continue to be the case for all future demolitions, as stated in Statement 129 above.

The economic viability of material reuse and recycling programs relies on both demand and supply. There is little incentive to recycle if there are no end users for the materials being produced. Statement 130 is aimed at ensuring that the development of ATARATIRI will generate a market for recycled products. The City can demonstrate leadership in this respect since it will be responsible for most of the public works associated with ATARATIRI and for many of its new buildings.

8.4.2 WASTE MANAGEMENT IN NEW DEVELOPMENT

RECOMMENDED POLICY STATEMENTS

131 It is the policy of Council to use its available powers to require all new buildings in *ATARATIRI* to develop and implement waste reduction and recycling programs. Council will seek to ensure that all new buildings in *ATARATIRI* are designed and constructed to provide for material recovery and waste reduction to the greatest extent feasible.

132 It is the policy of Council to promote the composting and reuse of kitchen waste and other household organic matter in *ATARATIRI*. Council shall undertake to examine the benefits, costs and means of developing a municipally-sponsored composting program for *ATARATIRI*.

EXPLANATION

Current City policy requires proponents to submit waste reduction and recycling programs as a condition of development approval. This will also be the case in ATARATIRI, as stipulated in Statement 131 above. The legal means of securing these requirements, and ensuring ongoing compliance, is described in Section 17 ("Sequencing of Approvals").

Detailed site design work now underway is exploring the most effective means of servicing the development blocks shown in the overall site plan. It would appear that the building typology being proposed is quite efficient for the purposes of centralized garbage collection and waste recovery.

ATARATIRI will be a "blue box" community. However, a significant proportion of household waste can not be recycled in this manner. Recent surveys have indicated that 30% of the waste generated by a typical Toronto household (exclusive of yard waste) is organic. Metro-wide programs now promote the composting of kitchen and yard waste through the provision of subsidized composting units. Programs like these, which are targeted at individual households, may have limited impact in ATARATIRI because most apartment dwellers will not have a ready use for composted materials.

At the community level, two other composting programs are being explored in Metro. The Ontario Resource Recovery Centre is a joint initiative of Metro, North York, Etobicoke and Toronto involving around 13,000 single family households in northwest Metro. Kitchen and garden waste will be collected and processed at a central "digestor" facility. In South Riverdale, a local community group has obtained Metro funds to investigate the feasibility of a neighbourhood composting program. The area is predominantly low-rise in character.

Community 'reduce, reuse and recycle' programs

Incorporating environmental issues awareness

The population of ATARATIRI will be comparable in size to the other two pilot communities, but will be housed at substantially higher densities in a distinctly different built form. For this reason, ATARATIRI could provide an excellent opportunity to test other community composting strategies. Statement 132 proposes that this idea be explored further.

FURTHER ACTION

The Commissioner of Public Works and the Environment should report further on the concept of a municipally-sponsored composting program for ATARATIRI.

8.5 COMMUNITY EDUCATION

RECOMMENDED POLICY STATEMENT

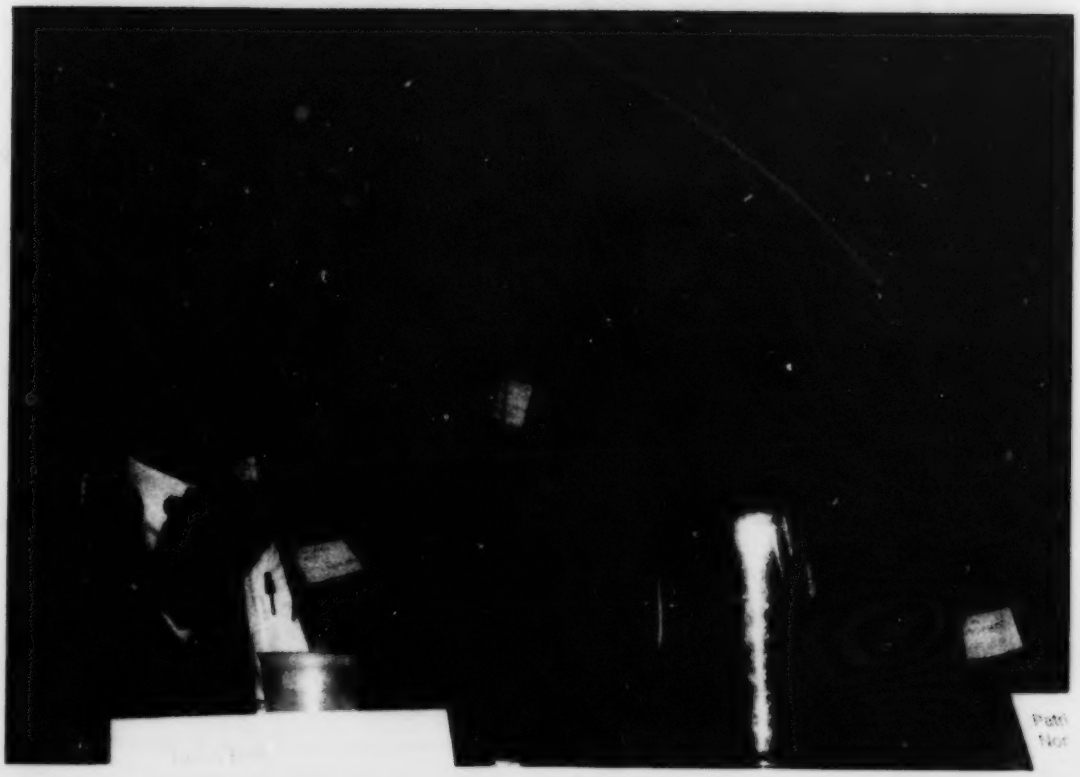
133 Council shall promote environmental awareness in municipally-sponsored programs and services in ATARATIRI. Council shall support community initiatives aimed at encouraging conservation. These initiatives may include promotional material, such as newsletters, as well as facilities, such as a community reuse and exchange centre.

EXPLANATION

Society is becoming increasingly conscious of environmental issues and the need to conserve resources for future generations to enjoy. Many public education programs promote these ideas. In a new community like ATARATIRI, local programs and facilities can be very effective in instilling a sensitivity and commitment to environmentally sound behaviour. In fact, establishing "green" as a common neighbourhood goal at the outset of development could reinforce community-building efforts, as well as result in tangible benefits for new residents and workers. During various staff and public discussions about ATARATIRI, a range of practical suggestions has been offered for promoting conservation at the community level. Statement 133 cites the example of a community reuse and exchange centre. Other suggestions include neighbourhood food co-ops that require members to bring their own bags and containers, and a centralized reusable diaper drop-off and pick-up.

FURTHER ACTION

The ATARATIRI Neighbourhood Advisory Council, and any successor bodies, should incorporate environmental awareness issues in the planning of community services, programs and facilities in ATARATIRI.



Section 9
Population and Housing

9.1 Overview

ATARATIRI was conceived in 1988 largely in response to a critical shortage of affordable housing in Toronto. Three years later, the pressing social needs that demanded a housing supply response of the magnitude of ATARATIRI have not diminished.

A glut of condominium units, recession-dampened prices and falling interest rates have created something of a buyer's market for ownership units. However, the average price of a new home in the Greater Toronto Area is still over $230,000, which far exceeds the housing affordability criteria adopted by Council. Vacancy rates remain low in the rental market and, more importantly, waiting lists for social housing have never been longer. With the provincial economy still reeling from the worst post-war recession, social service agencies report an increasing number of households at risk of becoming homeless. In the nation's financial capital, food banks are an established fact. This phenomenon is at least partly explained by the fact that low-income households are spending a high proportion of their budgets on housing, leaving insufficient funds for other basic necessities.

The City has neither the mandate nor the financial ability to make major inroads in the provincial and national economies. It can not singlehandedly bring about prosperity and full employment. The City can, however, through its land use policies and development actions, foster the creation of a significant supply of housing.

This section deals with how ATARATIRI should attempt to meet some of Toronto's housing needs. It suggests a social profile for the new community that addresses the neediest while generally reflecting the city's overall character. To accommodate the proposed population, specific housing targets are recommended. Finally, the various housing producers who will actually construct the housing are identified.

9.2 Social Profile

Recommended Policy Statements

134 It is the policy of Council that *ATARATIRI* provide housing for a broad range of household types, ages and incomes. In the allocation of housing sites, Council shall give special consideration to housing producers that serve those households who are in the most need of quality *affordable housing* due to their family status, age, exposure to domestic violence, physical and mental health, emotional well-being, or financial status.

135 It is the policy of Council that residents of *ATARATIRI* have the opportunity, as much as practical, to continue to reside in *ATARATIRI* as their needs and personal circumstances change. In particular, Council will undertake to ensure that the necessary community supports are in place to serve an aging population and people with disabilities.

136 In the planning and development of *ATARATIRI*, Council shall encourage the integration of households of different ages, family status and incomes across the entire site and, where practical, within individual *development blocks* and buildings.

Housing for a broad range of families

The community will serve all ages

EXPLANATION

Toronto traditionally has been home to a rich variety of groups and individuals. In the past three or four decades, successive waves of immigrants have given Toronto a pronounced cosmopolitan flavour. The city's diversity is reflected in its distinct neighbourhoods. One of ATARATIRI's primary ambitions from the beginning has been to mirror the city's multi-textured social composition in its own population profile – an ambition that is clearly stated in the cardinal principles of diversity, integration and access.

Statement 134 above recognizes the desire to house a broad range of individuals and families in ATARATIRI. It also recognizes, however, that the diversity that has been accepted as commonplace in Toronto is threatened. A true mix of households of different ages, family status and incomes is only possible in a supportive society with a strong commitment to social equity. Without this commitment, there is a tendency, as it is now being detected in Toronto, for a community to become socially homogeneous or, at the least, socially polarized. Statement 134, therefore, advocates more aggressive actions by the City to ensure that the neediest members of society have a fair and equal opportunity to live in ATARATIRI.

The "ATARATIRI Study of Community and Social Services" (Peat Marwick Stevenson & Kellogg, August 1990), as described and summarized in the "Principles, Directions and Strategies" report, attempts to forecast the approximate social composition of ATARATIRI based on the anticipated breakdown of housing producers. It concludes that ATARATIRI is likely to accommodate people from a reasonably balanced range of household types, age groups and income categories. While the final population may vary from city averages, ATARATIRI will not be much different from other Toronto neighbourhoods. There will probably be higher than average numbers of shared households and one-parent families in ATARATIRI. There are likely to be more children than in the downtown area in general. Incomes of social housing tenants will tend to be low, but the higher incomes of market housing residents will result in a reasonable overall blend of income ranges.

In the course of other social planning studies for ATARATIRI, representatives of several special needs groups were interviewed. Some of them are described in Section 12 ("Community Services and Facilities"). It is hoped they will be able to find a place in ATARATIRI. After receiving a presentation on ATARATIRI by project staff, the Safe City Committee recommended that affordable, well designed housing for women escaping

violent partners also be given a priority. In response, the group has been named in Statement 134.

Statement 135 addresses more specifically the needs of older people and people with disabilities. It is consistent with the Cityplan '91 proposal that Council "provide programs, services and amenities which support the independence of older people and people with disabilities and encourage their integration in the community". The policy recommendation recognizes that communities are dynamic; if they are to continue to accommodate a variety of households, they must be able to respond flexibly to the changing needs of their populations.

To realize the principle of integration within ATARATIRI, Statement 136 calls for a blended population at all scales: the community as a whole; each development block; and the individual building. Many of the existing social housing programs are structured to promote an integrated income mix within housing projects. To avoid a balkanized community, these projects should be distributed relatively evenly across the site. Recommendation 148 to follow pursues this notion further.

Residents will reflect a blended population

9.3 HOUSING TARGETS

9.3.1 OVERALL TARGET

RECOMMENDED POLICY STATEMENT

137 Council's housing target for *ATARATIRI* is to seek the provision of 7,000 new dwelling units upon project completion.

EXPLANATION

The target of 7,000 dwelling units was originally posited in the ATARATIRI Housing Development Agreement (HDA) between the City and the Province. The urban design work described in Section 6, demonstrates that this target is physically achievable. The success of many of the Cityplan '91 proposal relies on ATARATIRI, and other proposed new neighbourhoods, achieving their residential targets. As mentioned earlier, Cityplan reinforces previous intensification policies, focusing particular attention on the relationship among office growth, housing development and the transportation system. The recommended housing target for ATARATIRI represents fully 20% of the proposed Cityplan housing target for the entire Central Area.

9.3.2 AFFORDABLE HOUSING

RECOMMENDED POLICY STATEMENTS

138 It is the policy of Council that at least 60% of the dwelling units in *ATARATIRI* be provided as *affordable housing*, intended primarily for tenant households of low- and moderate-income.

139 In order to meet the *affordable housing* target for *ATARATIRI*, Council shall encourage the provision and implementation of relevant programs for low- and moderate-income tenant households by other appropriate levels of government.

140 *Affordable* means annual costs which do not exceed 25% of gross annual household income in the case of rental housing, and 30% in the case of ownership housing.

- ***Affordable housing* means housing which would have rents or prices that would be *affordable* to households in the lowest 60% of the income distributions for tenant households of various sizes and composition within the Toronto Census Metropolitan Area; and which would be provided primarily for occupancy by such households.**
- ***Affordable housing* includes *social housing* as defined in the City of Toronto Act, 1988 (Section 2.(1)) and any other government assisted housing or bona fide non-profit housing which the City of Toronto may recognize as *affordable housing* from time to time.**

EXPLANATION

The 1989 provincial housing policy statement issued under the Planning Act requires each municipality to ensure that a minimum 25% of all new housing in its area will be affordable. For municipalities with demonstrated higher needs, targets exceeding the minimum 25% should be established. In accordance with the provincial policy statement, the "Cityplan '91 Proposals" report recommends City housing targets be established that call for 50% of new housing to be social housing. Cityplan recognizes that social housing is now, and will continue to be, the main form of affordable housing produced in Toronto. Since current social housing programs provide for a blend of tenant incomes, at least one-half of the recommended Cityplan social housing target should be rent-geared-to-income (RGI) housing that is affordable for low- and moderate-income households.

Christie Gardens for seniors

Statement 138 above furthers the proposed Cityplan housing targets and matches the target established in the ATARATIRI HDA. Since the HDA was signed, controversy has persisted over what "affordable housing" is and by what means it can be secured in ATARATIRI. This Plan recommends the same definition for "affordable housing" as was recently adopted by Council and is proposed in Cityplan. The proposed definition is somewhat more restrictive than the provincial definition because a distinction is made between rental and ownership housing, and tenant household incomes are assigned a lower percentage cut off than homeowner household incomes. The "Principles, Directions and Strategies" report,

responding to strong views voiced by the Neighbourhood Advisory Council, recommends that the 60% affordable housing target for ATARATIRI become, in fact, 60% social housing. In practical terms, with the adoption of the proposed affordable housing definition, all affordable housing in ATARATIRI will be social housing.

The dilemma remains, however, that the Province, through the HDA, has only committed to provide funding assistance for 35% of the total amount of housing proposed for ATARATIRI. Statement 139, therefore, advocates additional senior government support to make up the shortfall between the 35% committed and the 60% targeted.

Any expanded or new affordable housing programs in ATARATIRI should favour primarily low- and moderate-income tenant households for a number of reasons. Assuming that the market component of the ATARATIRI housing mix is ownership housing (likely in the form of condominium apartments), then ATARATIRI will approximate the city's overall tenure mix only if all of the affordable housing is rental accommodation. More importantly, however, is the fact that the need for affordable housing by tenant households far exceeds that of homeowner households. On average, homeowners' incomes in Toronto are twice those of tenants and the gap has been widening. While some lower income homeowners are undoubtedly experiencing difficulties in the face of staggering housing costs, they are building equity in their properties. They will not be left homeless if economic pressures become too great to bear.

FURTHER ACTION

The Commissioner of Housing, in consultation with the Commissioner of Planning and Development, should report further on affordable housing program alternatives, their means of implementation and possible funding sources.

9.3.3 HOUSING SUITABLE FOR FAMILIES WITH CHILDREN

RECOMMENDED POLICY STATEMENTS

141 Council shall actively promote the provision of *housing suitable for families with children* by all housing producers in *ATARATIRI*. In order to create a supportive environment for children, Council will facilitate and encourage the provision of appropriate community services and public amenities.

142 It is the objective of Council that at least 25% of the total number of dwelling units and at least 35% of the *affordable housing* in *ATARATIRI* constitute *housing suitable for families with children*.

143 It is the policy of Council that the new housing developed in *ATARATIRI* be capable of flexibly accommodating a range of household types and sizes. Accordingly, Council shall pass by-laws to ensure that a majority of the total number of dwelling units contain two or more bedrooms.

144 *Housing suitable for families with children* means:

- **dwelling units containing at least two bedrooms;**
- **with indoor and outdoor space available on-site, adequate to provide for safe, supervised play areas and social and recreational programming; and**
- **located within convenient walking distance to community services and facilities such as public transit, education and recreation facilities, and parks.**

EXPLANATION

While an impressive amount of housing has been built in the Central Area since the 1976 Official Plan housing production targets were established, the achievements in terms of units suitable for families with children have fallen far short of what was hoped for 15 years ago. Nevertheless, the "Cityplan '91 Proposals" report reaffirms a strong desire to encourage affordable family housing near the downtown. Cityplan proposes that one-half of all new housing provided on former non-residential lands that are redeveloped should be affordable housing, and one-quarter of this new housing should be suitable for families with children.

Statement 141 above supports the policy emphasis of the "Cityplan '91 Proposals" report. This Plan recommends the same broadened definition of "housing suitable for families with children" that is proposed in Cityplan. The revised definition recognizes that much of the family housing likely to be built in ATARATIRI (and in other new neighbourhoods in the Central Area) will be in the form of apartment buildings. Under these circumstances, the most significant considerations are unit size (two or more bedrooms) and the ready availability of on-site play space and off-site community services and facilities. The question of appropriate services and amenities is addressed in Statement 141 and discussed in greater detail in Section 12 ("Community Services and Facilities").

The housing targets contained in Statement 142 reflect those of Cityplan '91. A distinction has been made, however, between the proportion of the total number of dwelling units in ATARATIRI that should be in the form of housing suitable for families with children and the proportion of affordable housing in ATARATIRI that should fall into the same category. This additional specification recognizes the findings of the Central Area Residents Survey, which demonstrate that very little of the recently constructed market housing in the Central Area is occupied by families with children. It is quite possible, therefore, that market housing will be constructed in ATARATIRI that satisfies the proposed definition of "housing suitable for families with children", but will not be occupied by families with children. Given the greater control over occupancy exercised by social housing producers, there is greater assurance that the targeted family units within this sector will be occupied by the intended households. Statement 142, therefore, proposes a higher proportion of family housing for non-market housing in order to ensure, overall, that there is a significant number of families with children living in ATARATIRI.

If the targets proposed in Statement 142 are achieved, there will be slightly more children living in ATARATIRI than was predicted by the "ATARATIRI Study of Community and Social Services". This will represent a significant increase over the norm for downtown neighbourhoods. The social service planning research to date indicates that the required community facilities, particularly elementary schools, are attainable. This is described in Section 12.

Outdoor space for children

Statement 143 continues the policy thrust of the previous two recommendations. It recognizes that, historically, the Toronto housing stock has proven to be surprisingly adaptable in responding to fundamental demographic shifts. With the trend toward smaller household sizes and the passing of the "baby boom", it is tempting to favour the construction of smaller units in ATARATIRI.

In another generation, changing fertility rates or the impact of new immigration streams could render a predominance of small units obsolete. Statement 143 aims to ensure a base of larger units in ATARATIRI that would be appropriate, if attendant community facilities and services are forthcoming, to adequately house a larger number of family households in the future.

9.4 HOUSING PRODUCERS

RECOMMENDED POLICY STATEMENTS

145 It is the policy of Council that housing in *ATARATIRI* be developed by a wide range of producer groups and agencies.

146 In the disposition of sites in *ATARATIRI* for *social housing* purposes, it is Council's policy to provide an equitable allocation of *social housing* units among Cityhome, community non-profit housing producers and non-profit cooperative housing producers.

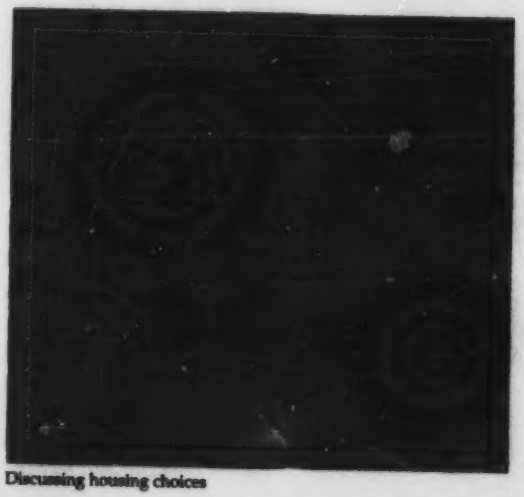
147 In the disposition of housing sites in *ATARATIRI*, Council shall promote, where feasible, a mix of several different producers on each *Development Block*.

148 As much as practical, Council shall encourage a blend of *affordable housing* and market housing in all development phases and on each *Development Block*. Council recognizes, however, that future market conditions will affect the financial feasibility and timing of development at different locations within *ATARATIRI*.

EXPLANATION

Statement 136 stresses the desire to create a socially integrated community in ATARATIRI. The final set of recommendations in this section suggest how an even mix of household types across the site may be achieved through the parcelization and land disposition process.

Statements 145 and 146 call for a large and varied set of housing producers. Current site planning wórk is attempting to encourage this through detailed block-by-block analyses of the access and service requirements of multiple users. Due to the intrinsic efficiencies of the proposed ATARATIRI building archetype, it should be possible to accommodate four to six different users on a normal development block. Expected project sizes vary from 50 to 150 units. Numbers in this range suggest a



Discussing housing choices

Achieving social and architectural goals

Hydro Block, Cityhome

Yonge Street condominium

fairly comfortable scale and the opportunity for both physical and social diversity.

Statements 147 and 148 address more specifically the land disposition process. It is expected that housing sites will be allocated within ATARATIRI on a public proposal call basis, consistent with established City policy. The key, then, is to structure the proposal calls appropriately to ensure the desired mix of producer groups and the recommended balance of affordable and market housing on each development block. The qualifying statement contained in Statement 148 acknowledges the fact that market conditions vary over time, and suggests that this may prevent strict adherence to the desired housing mix at any given juncture. As long as the end result produces the overall blend of housing being recommended, it is not unreasonable to have various types of housing constructed at different stages and in different locations.

Bathurst Quay co-op

Section 10
Retail Services

10.1 Overview

Since the adoption of city-wide Official Plan amendments in 1986, Council has explicitly supported retail strips "as major elements in Toronto's commercial land use pattern and centres of activity for its residential neighbourhoods". These policies have been consolidated and embellished in the "Cityplan '91 Proposals" report.

This section of the Part II Plan for ATARATIRI describes a retailing strategy that is consistent with City policy and aims to reproduce in ATARATIRI the traditional, Toronto pattern of shops and services. This Plan also uses the same definition for "street-related retail and service uses" as proposed in Cityplan '91.

Recommended Policy Statements

149 Council shall promote *street-related retail and service uses* in *ATARATIRI* to serve primarily the needs of *ATARATIRI* residents and workers.

150 The term *street-related retail and service uses* refers to retail and service establishments which have their only public entrances located along the perimeter of a building and which are directly accessible from a public sidewalk, park or other public facility approved by City Council.

Explanation

The "Principles, Directions and Strategies" report recommends a "main street" approach to retailing in ATARATIRI. This is repeated in Statement 149 above. Retail marketing studies have demonstrated that the demand likely to be generated by the future ATARATIRI population will support a significant number of retail and services uses. To avoid the underservicing experienced by other new neighbourhoods, such as Harbourfront, every effort should be taken to ensure that an adequate amount and range of shops are, in fact, established in ATARATIRI. In accordance with City policy, these businesses should have a local orientation and not infringe unduly upon other neighbourhood retail strips in the general area.

10.2 Location of Uses

Recommended Policy Statements

151 In order to encourage a strong retail focus and prevent undesirable fragmentation or dissipation of business vitality, Council shall use its powers under the Planning Act to restrict the primary location of *street-related retail and service uses* in *ATARATIRI* to Front Street East and portions of Cherry Street immediately adjacent to Front Street East.

152 In order to serve residents and workers in the portion of *ATARATIRI* located north of the Eastern Avenue Diversion, Council may pass by-laws to permit a secondary location of *street-related retail and service uses* on the south side of King Street East between St. Lawrence Street and Bayview Avenue.

153 In order to provide *ATARATIRI* residents and workers with equal access to convenience retail services, Council may pass by-laws to permit a restricted amount of *street-related retail and service uses* in appropriate locations outside of the areas in *ATARATIRI* identified in Statements 151 and 152.

EXPLANATION

Using fairly conservative assumptions as to market capture and recognizing existing shopping opportunities in the area, the "ATARATIRI Retail Marketing and Implementation Strategy Study" (Malone Given Parsons, November 1990) predictesa demand for approximately 14,600 square metres of retail space in ATARATIRI upon build-out. Following the recommendation of the "Principles, Directions and Strategies" report that Front Street East should form ATARATIRI's social and retail focus, the amount of projected retail space translates into a continuous shopping frontage at grade along the north side of Front between Trinity Street and its eastern terminus, with an additional concentration at the Cherry Street intersection. This distribution is proposed in Statement 151. Section 15 and Figure 30 in particular, describe the precise extent of street-related retail and service uses.

Vibrant shopping and services

The proposed linear distribution of retail activity is convenient from a development phasing viewpoint. With residential construction likely to be staged in a general west-to-east direction, it will be possible to match the development of new housing with additional shops and services. At the moment, the southwest corner of Front and Cherry Streets is the probable location of a small- to medium-sized supermarket; local demand should be sufficient to support a second supermarket further east along Front Street in a later phase of development.

While the bulk of the ATARATIRI community can be conveniently served from the proposed shopping spine along Front Street East, the blocks located north of the expressway ramps are not as well connected to the neighbourhood core. Their general character, physical form and mix of uses are proposed to be different from those of the typical ATARATIRI residential block (as

Saturday at St. Lawrence Market

described in other sections) and their orientation will likely be more towards King Street and adjacent areas to the north and west. However, retail and service uses are limited in the immediate vicinity. The nearest shopping strips are located around Parliament and Gerrard, several blocks to the northwest, and Queen and Broadview, across the Don River. Statement 152, therefore, proposes that street-related retail and service use be located on two blocks on the south side of King Street East in order to serve the anticipated residential and worker population on these blocks.

The corner store, though often not officially recognized by the City's Zoning By-law, is an established institution in most neighbourhoods and performs an important convenience retailing function. ATARATIRI should be no different from other neighbourhoods in this respect. Statement 153 would permit a limited amount of retail and service uses outside of the designated shopping strips. The intention is to provide easy shopping access for all ATARATIRI residents and workers, taking care not to supplant the primary role of the recommended retail strips.

10.3 TRADITIONAL SHOPPING STREETS

RECOMMENDED POLICY STATEMENTS

154 Council shall recognize Front Street East, east of Trinity Street, as a *Traditional Shopping Street* for the purposes of the policies of the Part I Plan, as amended, which are supportive of *Traditional Shopping Streets*. It is the objective of Council that the *Traditional Shopping Street* in *ATARATIRI* be developed as an active and economically viable shopping district. Accordingly, Council will give priority to this district in determining specific economic and other measures intended to revitalize commercial areas.

155 The term *Traditional Shopping Street* means the *Mixed Commercial-Residential Area* in *ATARATIRI* which Council has identified as an active and economically viable shopping street in accordance with Statement 154.

156 In passing by-laws permitting commercial and retail activity in *ATARATIRI*, Council shall ensure that the amount of non-residential gross floor area permitted to be used for retail and service purposes does not adversely affect the economic activity of any *traditional shopping street* outside of *ATARATIRI*.

EXPLANATION

Recent City-wide retail policy, re-affirmed in the recommendations of the "Cityplan '91 Proposals" report, recognizes "Traditional Shopping Streets" and "Main Streets" as major components in Toronto's pattern of commercial activity. As such, Traditional Shopping Streets are to be given priority in City-initiated economic, public service and urban design programs. Complementary policies restrict the establishment of any large-scale commercial developments (over 1800 square metres of gross floor area) that may adversely affect the economic activity of any traditional shopping street.

Cityplan provides for Council to recognize specific retail strips (or portions thereof) as traditional shopping streets through statements in Part II Plans. Statement 154 above identifies Front Street East in ATARATIRI as a traditional shopping street, thus calling upon Council to use its

Plans for a traditional shopping street

available powers to improve the attractiveness and convenience of Front Street's shopping environment.

Statement 156 follows from the first policy statement of this section, reinforcing the fact that street-related retail and service uses in ATARATIRI should serve primarily the local population. In the same way that new commercial developments in the vicinity of ATARATIRI should not be allowed to compete to the detriment of shops and services in ATARATIRI, businesses in ATARATIRI should not be permitted to affect adversely established retail strips in the area. As stated earlier, marketing studies have indicated that the proposed amount of retail space along Front Street East will not be excessive.

Stores and businesses on attractive Front Street East

SECTION 11
INDUSTRIAL, COMMERCIAL AND INSTITUTIONAL USES

11.1 OVERVIEW

In her seminal critique of modern urban planning, "The Death and Life of Great American Cities" (Random House, 1961), Jane Jacobs champions the generation of diversity within cities. She asserts there are four primary conditions necessary for diversity: a good proportion of aged buildings, which will tend to provide for a range of rents; small blocks to allow for a finer grain of activity and movement; a sufficiently dense concentration of people, ensuring a critical mass of workers and residents to support local services; and a mix of primary uses. While the great majority of the buildings in ATARATIRI will be new, the public nature of the development, with significant subsidies applied to much of its residential component, will ensure the varied rents that result more naturally in neighbourhoods with a mix of new and old buildings. Previous sections of this Plan describe the proposed site and building plans for ATARATIRI, which aim to accommodate relatively dense development in a sensitive, human-scale fashion. This section will focus on Jane Jacob's other condition, the need for a rich mixture of land uses and activities.

With an estimated population of 14,000 residents at completion, ATARATIRI will be the same size as many medium-sized Ontario towns, such as Cobourg, Collingwood and Midland. ATARATIRI should be more than just a dormitory community adjacent to Toronto's downtown core. In addition to local shops and services, discussed in Section 10, and community facilities, discussed in Section 12, a range of non-residential activities should be encouraged to locate in ATARATIRI. The following discussion suggests a number of objectives for non-residential development in ATARATIRI; identifies appropriate categories of uses based on these objectives; and deals in greater detail with the question of home occupations.

RECOMMENDED POLICY STATEMENT

157 It is the policy of Council that *ATARATIRI* be a mixed-use community containing a variety of non-residential uses as well as housing. Retail activities and *community services and facilities* are necessary to meet local shopping needs and to provide required community and social supports. Additional non-residential uses are important in order to achieve the following objectives:

- **promote local job creation;**
- **encourage the creation of a vibrant community where people can live, work, learn and play in the same neighbourhood;**
- **provide the opportunity to reduce the separation of work and home and lessen the need for commuting; and**
- **provide environmental buffering in appropriate locations.**

EXPLANATION

ATARATIRI's principal goal is the creation of needed housing. The objectives for non-residential development noted in Statement 157 above recognize a complementary, but secondary role for industrial, commercial and institutional uses. Other potential redevelopment areas in the city, such as the Port and the former Massey-Ferguson lands, are appropriate for predominantly non-residential development. In

ATARATIRI, however, these activities should be promoted only to the extent that they support the viability of the local community and are in keeping with City-wide economic policies.

11.2 PRODUCTION ACTIVITIES AND USES RELATED TO THE COMMUNICATIONS INDUSTRY

RECOMMENDED POLICY STATEMENTS

158 Subject to Statement 159, it is the policy of Council that the economic development strategy for ATARATIRI target the following two categories of economic activity:

- **businesses related to small-scale production or fabrication, particularly of a technical, artisan or workshop nature; and**
- **businesses related to communications and design, including data processing.**

159 It is the policy of Council that the economic activities permitted in *ATARATIRI* will be environmentally sound and will not adversely affect nearby residential and mixed-use development.

160 In implementing the policies contained in Statements 158 and 159 of this Plan, Council shall use its powers of regulation to permit the targeted activities in appropriate locations in *ATARATIRI* and to prohibit any activities that consume or produce dangerous or hazardous materials, emit noxious odours, produce excessive noise or vibration, or in any way present a health risk to workers and residents in the area.

EXPLANATION

With a few important exceptions (most notably the fashion industry), manufacturing activity in Toronto has been steadily declining in recent decades. However, a number of non-manufacturing industries have demonstrated strong growth rates. These are primarily associated with communications and design and include: photography and graphics; data processing; film, video and audio; and publishing. Marketing studies commissioned for ATARATIRI demonstrate that the industrial/commercial activities in the area east of the downtown generally exhibit the same city-wide trends. Although some heavy industries existed in ATARATIRI at the time of land assembly, most had remained there due to inertia and the investment of capital, or a historic relationship to the extensive rail-related activities in the vicinity. Given the current real estate market and alternative locations elsewhere, these businesses would not likely choose to locate in ATARATIRI today.

Magic Inc., Sumach Street, Corktown

The two broad categories of industrial activity identified in Statement 158 are targeted because they are realistic in terms of market trends and also broadly satisfy the

objectives contained in Statement 157. The "ATARATIRI: Non-Residential Uses Study" (Development Initiatives, September 1989) and "ATARATIRI Feasibility Study, Non-Residential Parcels" (Hemson, February 1991) both recommend a focus on higher-order, non-manufacturing uses. ATARATIRI is reasonably well-positioned to attract industries of this nature due to its proximity to the downtown, good transportation access and surrounding industrial context. The City's consultants caution, however, that many of these uses are price-sensitive and, despite general gravitation to the downtown fringe, are reasonably "foot-loose", given the large amount of suitable industrial space now available.

In terms of an economic development strategy, the greatest promise probably lies in encouraging the development of a purpose-built facility for a major user, which will begin to establish the appropriate image and synergies to attract related activities. The key, then, will be to target potential users and respond aggressively as market opportunities arise. To this end, the non-residential feasibility consultants recommend that the City develop and implement an overall marketing and communications strategy, and perhaps retain an experienced industrial advisor/promoter.

The production uses identified in Statement 158 are present in the ATARATIRI environs but do not represent a strong or growing sector. Under the correct circumstances, however, specific types of artisan activities may favour an ATARATIRI location. For example, a potential relationship with cultural facilities and arts-related activities exists. These specific uses are described later in this section.

Statement 159 recognizes the cardinal planning principle of health and safety and requires that all non-residential uses be environmentally compatible with the other planned activities in the ATARATIRI community. The industrial uses targeted in Statement 158 should not create problems in this respect.

Statement 160 follows upon the previous two statements by suggesting that Council use its zoning powers to ensure that only the desired industrial uses are permitted in ATARATIRI and that these be appropriately located. More specific recommendations regarding proposed use districts are contained in Section 15.

FURTHER ACTION

The Commissioner of Housing in consultation with the Commissioner of Planning and Development and the City Clerk, should report further on an overall marketing and communications strategy for industrial development in ATARATIRI, with consideration given to the role of an outside development advisor/promoter.

11.3 OFFICE USES

RECOMMENDED POLICY STATEMENTS

161 Subject to Statement 162, it is the policy of Council to permit limited office uses in appropriate locations in *ATARATIRI* to promote diversity in economic activity and encourage linkages with related industrial uses.

162 To ensure the primacy of the targeted activities identified in Statement 158, and recognizing broader City policy with respect to the concentration of office employment, Council shall use its available powers to restrict the gross floor area occupied by office uses in any mixed-use or non-residential building in *ATARATIRI* to an amount less than 50% of the total gross floor area of the mixed-use or non-residential building.

EXPLANATION

The marketing studies for ATARATIRI found that the greatest growth in non-residential activity in the vicinity is in the office sector, typically involving professional offices such as architects, engineers, lawyers and management consultants. The firms tend to be small (on average employing around 10 workers) and often co-locate with other higher-end uses, such as designers and showrooms, in multi-tenant buildings.

Current City policy, re-affirmed by the recommendations of the "Cityplan '91 Proposals" report, is that major office concentrations occur in the central core and regional commerce centres. Office development outside of these areas should be limited and consistent with particular neighbourhood objectives. Statements 161 and 162 above are framed in light of this policy. Statement 161 recognizes that certain office uses are established in the vicinity and can add to the viability of new non-residential construction in ATARATIRI. Statement 162 establishes limits to the extent of office development, ensuring that the targeted industrial activities are not undermined and City-wide policy compromised.

11.4 USES RELATED TO ARTS AND CULTURE

11.4.1 GENERAL

RECOMMENDED POLICY STATEMENTS

163 Consistent with the objectives contained in Statement 157, it is the policy of Council to encourage the establishment of *cultural facilities* or *arts facilities* and arts-related activities in *ATARATIRI*.

164 The term *cultural facilities* or *arts facilities* means, not-for-profit performing or visual arts facilities accessible to the public, such as public art galleries, public museums and public performing arts facilities.

EXPLANATION

For the first time in its history, the City is about to include arts policies in its Official Plan through proposals contained in Cityplan '91. The "Cityplan '91 Proposals" report makes a strong case for active encouragement and municipal support of artistic and cultural activity. As a large, publicly-initiated development, ATARATIRI provides an ideal opportunity to put these policies into practice.

The "Principles, Directions and Strategies" report recommends that an arts and culture theme for the non-residential component of ATARATIRI be explored further, and the needs of Toronto's artist community be given special recognition. The rationale for this policy direction involves two main considerations: a wealth of arts- and culture-related activity exists in the ATARATIRI area; and there is a tremendous need to support the local artist population if it is to continue to make a vital contribution to city life.

Major performing arts facilities, post-secondary educational institutions, studio facilities and design and media-related activities all exist near to ATARATIRI. The adjacent Gooderham and Worts heritage site is likely to be redeveloped with a predominant cultural theme. The arts would benefit from a location in ATARATIRI and ATARATIRI would benefit from the excitement and variety generated by their presence. The form this presence could take ranges from the location of major arts institutions and educational facilities within

ATARATIRI to the provision of work space and housing for artists. This can be achieved through land use controls, advocacy, direct funding and the disposition of development sites, discussed in more detail in the following policy statement proposals.

11.4.2 ARTISTS' WORK SPACE

RECOMMENDED POLICY STATEMENT

165 Council shall advocate funding assistance for artists seeking to establish work space in *ATARATIRI*. Council shall cooperate with other governments and agencies in the implementation of programs aimed at assisting artists to live and work in *ATARATIRI*.

EXPLANATION

The Toronto Arts Council report (January 1988), "No Vacancy: a cultural facilities policy for the City of Toronto", documents the need for affordable artists' housing and work space in Toronto. The "Housing and Work Space Needs of Toronto's Artists and Artisans" study (Social Data Research, April 1990) attemptsd to determine more precisely the scope and magnitude of these needs. It finds that, on average, artists do not earn sufficient income, either from the production and sale of their art or from other employment, to support the costs of acquiring, improving and maintaining work space or live/work space. To ease the affordability crisis confronting many artists, three main avenues are worth exploring: provision of affordable housing; provision of inexpensive work or studio space; and creation of combined live/work space opportunities.

Toronto artists need affordable studio/rehearsal space

A wealth of arts and culture near ATARATIRI

In terms of the first avenue, artists are essentially no different from other low income groups who require housing assistance. For only their housing requirements, artists can choose to seek accommodation in government non-profit housing (such as Cityhome), community non-profit housing or non-profit cooperative housing. As indicated earlier, the waiting lists for rent-geared-to-income units in social housing are long and growing.

Statement 165 above is aimed at the second avenue, the provision of affordable work space for artists. The "Housing and Work Space Needs of Toronto's Artists and Artisans" report estimats that approximately 3400 studio work spaces are required to meet the present demands of Toronto artists. Currently, there are no mainstream government funding sources to provide affordable work space of this nature. The Arcadia artists housing cooperative in Harbourfront contains some collective studio/display space, but the cost of this was exacted out of the total project budget provided under the Ministry of Housing's maximum unit prices. In other words, housing dollars were traded off to provide work space. Capital funds for gallery and performance space are available from the Ministry of Culture and Communications, but this currently applies only to public facilities, not to facilities for individuals or restricted groups.

City staff, with representatives of the artists community, has met with provincial staff to discuss these funding difficulties. It may be possible for the Province to develop programs that would fund either freestanding studio work space or designated work space within artists' housing projects. The latter alternative could involve a creative collaboration between the Ministries of Housing and Culture and Communications.

FURTHER ACTION

Council should request the Ministers of Housing and Culture and Communications to consider changes to existing funding programs or the establishment of new funding programs to assist in the development of non-profit gallery, performance and studio space for artists in ATARATIRI.

11.4.3 ARTISTS' COMBINED LIVE/WORK SPACE

RECOMMENDED POLICY STATEMENTS

166 Council shall use its powers of regulation under the Planning Act to provide opportunities, under appropriate circumstances, for artists to establish combined live/work space in developments in *ATARATIRI*.

167 In the allocation of development sites in *Sub-Area W* of *ATARATIRI*, it is the policy of Council to give special consideration to non-profit artist groups wishing to establish affordable housing in association with studio work space. Council shall seek the establishment of at least one non-profit visual artists' residential/studio project and at least one non-profit performing artists' residential/studio project.

EXPLANATION

The third avenue for addressing the affordability problems of artists is to allow the creation of combined live/work space in ATARATIRI. For some artists, this is a cost-effective solution for their particular living and work space needs because it reduces their space requirements to a single location, meaning they do not have to pay two separate rents. Working at home may also have other benefits in terms of convenience, access, child care supervision and so on. However, as discovered in the "Housing and Work Space Needs of Toronto's Artists and Artisans" study, this is not the preferred solution for all artists (and, depending on the nature of their artistic endeavours, may not be a healthy or safe alternative for many).

The creation of affordable combined live/work space in ATARATIRI depends on three factors: appropriate land use controls and building regulations; sources of funding; and the availability of development sites. Statement 166 above deals with the question of controls and regulations. This is discussed more fully under the general category of "home occupations" in the following subsection.

Funding sources are partly discussed in the previous Statement 165. There are examples of existing and proposed artists housing cooperatives where the Ministry of Housing has funded the construction of dwelling units designed to include work space. In addition to Arcadia (already mentioned), the 419 Cooperative at 419 Coxwell Avenue and the Lakeshore Village Cooperative in Etobicoke serve as precedents. It is reasonable to assume that similar projects may be funded in the future, particularly if they are proposed as part of ATARATIRI, a joint City/Provincial undertaking.

Statement 167 addresses the issue of available development sites. The 28 May 1991 report by the Commissioner of Housing, "Options to increase the supply of affordable studio space and live/work space for local artists" (considered by the Neighbourhoods Committee at its 17 July 1991 meeting), suggests that arts groups could be specifically invited to respond to proposal calls for development sites in ATARATIRI. This would allow Council to give special consideration to viable proposals which include both housing and studio and rehearsal/performance space in the same project. This was one of several options for promoting studio development in the city that was presented by the Commissioner of Housing.

ATARATIRI staff has, in fact, met on a few occasions with representatives of the arts community to advise them on ways of becoming involved in the new development. They have been encouraged to begin organizing efforts in order to be well poised to take advantage of future proposal calls. Statement 167 would have the effect of earmarking specific sites in ATARATIRI for qualified non-profit artists groups who respond to these proposal calls. Sub-area W is singled out for a number of reasons. As described later in Section 17 of this Plan, sub-area W is likely to comprise the first phase of development in ATARATIRI. At the westerly end of the site, it is aptly located in terms of proximity to existing arts facilities and the Gooderham & Worts redevelopment site. Finally, relatively busy traffic along Parliament, Front, Cherry and Mill Streets renders the at-grade conditions on several of the block frontages within sub-area W more suitable for non-residential studio, gallery or performance space than for conventional apartment units.

11.5 HOME OCCUPATIONS

RECOMMENDED POLICY STATEMENT

168 Consistent with the objectives contained in Statement 157, it is the policy of Council to use its powers of regulation under the Planning Act to permit the creation and use of work space within dwelling units in *ATARATIRI*, provided that:

- **the area used for work space in a dwelling unit is not excessive relative to the area used for residential purposes in the dwelling unit;**
- **all people working in a dwelling unit also reside in the dwelling unit;**
- **the permitted work activities do not involve the use or production of materials, products or emissions of a dangerous, hazardous or noxious nature;**

- **the permitted work activities do not create excessive noise or vibration that may disturb neighbours; and**
- **the permitted work activities do not include face-to-face sales or any other activity likely to generate frequent visits to the dwelling unit by clients, suppliers or other workers.**

EXPLANATION

The previous discussion of artists live/work space is part of a broader debate regarding home occupations. Traditional planning controls have generally sought to segregate different land uses. The exclusionary basis of zoning regulations recognizes the intrinsic incompatibility of certain activities, especially residential and industrial uses. In existing industrial areas with established businesses, allowing commercial or residential incursions is often destabilizing. Yet, there are many compelling reasons for considering just this sort of unorthodox mixing of uses. Reducing the separation of work and home has obvious transportation benefits and is a recommended option in the "Reconsidering the Automobile" report of the Healthy City Office. Lifestyle changes and greater variation in labour participation rates make home occupations potentially attractive to a growing part-time work force, including single parents caring for children at home. Work activities in a residential setting (or, conversely, residential uses in a work setting) also animate a neighbourhood over an extended time period during the day and evening, enhancing local safety and security.

Unlike most existing communities where the introduction of new and different uses may have a disruptive effect, the integration of residential and non-residential uses in ATARATIRI can be planned from the outset in a comprehensive fashion. Recent advances in data processing and communications technology have provided the means of achieving the "office-at-home". The challenge lies in choosing among activities that vary in compatibility in order to prescribe appropriate land use and building controls. This is the core of the provisions contained in Statement 168 above. The conditions listed are intended to ensure a safe and healthy work and living environment, and prevent excesses that might negatively impact upon the general level of residential amenity. These will have to be made more specific in the zoning by-law for ATARATIRI.

Zoning by-law changes for "offices-at-home"

The Ontario Building Code may present a larger regulatory challenge to home occupations than the zoning by-law. The Building Code requires that every building, or part thereof, be classified according to a "major occupancy". Residential and industrial or commercial occupancies are categorized into different groups. The Building Code does not recognize as a use, the combination of certain groups such as residential (Group C) and industrial (Group F). For particular home occupations (including artists live/work space) it is not clear whether the Building Code could be interpreted to allow such a combination use or whether amendments to the Code would be needed. Through the work of the Cultural Facilities Policy Working Group, Buildings and Inspections Department staff has been in contact with staff of the Ministry of Housing (Ontario Buildings Branch) with respect to this issue.

FURTHER ACTION

Council should request the Minister of Housing to consider amendments to the Ontario Building Code, if required, to facilitate the development of combined live/work space provided the use does not pose a health or safety risk.

11.6 INSTITUTIONAL USES

RECOMMENDED POLICY STATEMENT

169 Consistent with the objectives contained in Statement 157, it is the policy of Council to encourage, in appropriate locations, the establishment of general institutions that contribute to the activity, diversity and attractiveness of *ATARATIRI* and are compatible with adjacent residential and non-residential uses. These institutions may include, but are not limited to, educational or training facilities for visual, performing or applied arts; craft schools; and vocational and technical institutions.

EXPLANATION

City-wide policy distinguishes between general institutions which serve a broader regional or national population, and local community services and facilities which provide essential services for local residents and workers. Section 12 deals exclusively with community services and facilities. Consistent with policies recommended in the "Cityplan '91 Proposals" report, the widespread provision of local services in ATARATIRI is encouraged. Statement 169 above gives qualified support to general institutions in ATARATIRI. It recognizes that general institutions may make an important contribution to the local area, as well as provide job and learning opportunities. Not all general institutions are equally appropriate, however, and their locations need to be carefully considered in terms of the impact on neighbouring uses. This statement is also in accordance with the spirit of the Cityplan proposals, which create distinctive institutional areas, while restricting general institutions in other locations, such as residence areas.

George Brown College, Adelaide Street East

The examples of appropriate institutions listed in Statement 169 were chosen to complement the types of cultural facilities or arts facilities that are encouraged in the previous Statement 163. In Section 15 ("Land Use Districts"), the preferred locations of these uses are specified. In general, they should not be located within the residential core of ATARATIRI.

SECTION 12
COMMUNITY SERVICES AND FACILITIES

12.1 OVERVIEW

Previous sections of this Plan recommend how ATARATIRI should be made environmentally safe, what sort of physical design is appropriate, the types of housing that should be provided, and the desired mix of economic activities. These are all essential considerations in planning a new community, but by themselves, they will not guarantee the community's success as a desirable place to live and work. To ensure that ATARATIRI is a "healthy community", which is fully integrated and truly accessible, the necessary social supports and community facilities must be in place for residents and workers. This and the next two sections of the Plan describe the important services and facilities that ATARATIRI will require.

RECOMMENDED POLICY STATEMENTS

170 It is the policy of Council to provide or to seek the provision of *community services and facilities* necessary to promote the physical, mental and emotional well-being of residents and workers in *ATARATIRI*, including those residents and workers with special needs. These *community services and facilities* may include but are not limited to health services, home care and home support, child care and family support, education, child welfare, income maintenance, community and recreation programs, library and community information services, legal services, fire, policing, ambulance and religious services.

171 *Community services and facilities* are defined as those services and facilities provided on a non-profit basis, intended to serve primarily and meet the social and human service needs of a local or district resident or working population. The purpose of such facilities and services is to promote and improve the independence, economic self-sufficiency, social and personal development of residents and workers in the local community. *Community services and facilities* include, but are not limited to, elementary and secondary schools, health care facilities, churches and other religious facilities, day care centres, community centres, recreational, and social welfare facilities, libraries, fire halls, police stations, and any office accessory to such uses; but do not include the following:

- **the administrative offices of an organization providing such services where the services are primarily delivered at a location or locations beyond the area in which such offices are located; nor**
- **housing accommodation owned and operated by or in conjunction with a community service and facility; nor**
- ***a general institution.***

EXPLANATION

As emphasized in the "Cityplan '91 Proposals" report, the range of services and facilities in a community must suit the community's needs if social equity is to be realized. These services should "improve the independence, economic self-sufficiency, social and personal development of residents and workers in the

local community". This implies special consideration of the needs of disadvantaged individuals and groups. While the City is not in a position to provide or fund directly many of the necessary community services itself, it can and should assume a leading role in ensuring the participation of other agencies and governments.

12.1.1 GENERAL OBJECTIVES

RECOMMENDED POLICY STATEMENT

172 In realizing the goal contained in Statement 170, Council shall give special consideration to the following objectives:

- **promoting the coordinated planning and delivery of services by various agencies;**
- **encouraging the shared use of schools, publicly accessible open space and other community facilities, and their incorporation into mixed-use developments; and**
- **directly involving the local community in the planning, implementation and ongoing evaluation of services and facilities.**

EXPLANATION

While the City will have to rely on many outside groups to deliver services for ATARATIRI residents and workers, it is in a unique position to anticipate community needs and plan comprehensively for these needs. This is particularly important if the principles of diversity and integration underlying multi-service and shared-use facilities are to be realized. The opportunity exists for a fruitful partnership among the City, funders, providers and consumers in which the City has the critical facilitating role.

Discussing community services needs

12.1.2 COMMUNITY PARTICIPATION

RECOMMENDED POLICY STATEMENT

173 In order to achieve the objective of community participation contained in Statement 172, it is the intention of Council to establish an *ATARATIRI Community Services Council* that reflects both agency and resident interests. Until such time as there is a sufficient residential population within *ATARATIRI* to establish the *Community Services Council*, City Council shall designate the *ATARATIRI* Neighbourhood Advisory Council (NAC), and any successors to NAC approved by City Council, to assume all of the duties and functions of the *ATARATIRI Community Services Council*.

EXPLANATION

The cornerstone of the ATARATIRI planning process has been active consultation with the local community and public-at-large. This approach is based on the strong belief that people need to be involved in making decisions about issues affecting their lives if a community and its members are to be healthy, vibrant and "empowered". The Neighbourhood Advisory Council has been the primary means to date for public participation. It should have a continuing role in this respect until Council appoints another similar body or until the first residents and workers begin to become established in the community. At the point of occupancy, a representative body of residents and service providers should assume responsibility for directing the planning and implementation of community services and facilities.

Dixon Hall Community Centre, Corktown

Consultation regarding community service issues has broadened considerably over the past year. At the end of 1990, with City Council endorsement, three community services steering committees were established by NAC: health services; child care services; and community/recreation centre services. In addition to having NAC representation, each steering committee includes a number of representatives from external community organizations. The work program of each steering committee included major public consultation. The groundwork is being laid for greater devolution of decision-making once residents and workers are in the community.

12.2 SERVICE PRIORITIES

ATARATIRI will be built and occupied over a period of several years. Its social service needs will change as new people move into the community and as the needs of established residents evolve in response to societal shifts and changes in individual life circumstances. As recommended above, the social planning process should be structured to ensure ongoing informed, local input into the choice and delivery of services. Recognizing that there is an overall scarcity of resources available, however, it is important at the outset to target the most important program areas to serve the first occupants of ATARATIRI.

RECOMMENDED POLICY STATEMENT

174 Council shall give initial priority to the provision of the following *community services and facilities* in ATARATIRI:

- **one public and one separate elementary school;**
- **child care facilities;**
- **a primary health care facility; and**
- **community and recreation facilities, as described in Statements 175 through 179 inclusive of this Plan.**

EXPLANATION

The "Principles, Directions and Strategies" report describes initial research regarding existing social services in the ATARATIRI area, population projections for the new community, and the anticipated needs of various target groups. This research has continued and has involved intensive consultation with a diverse range of service providers, funding agencies and prospective consumers. The priorities identified in Statement 174 above are based on these initiatives and the findings of the "ATARATIRI Study of Community and Social Services" (Peat Marwick Stevenson & Kellogg, August 1990). They have been widely reviewed by various social service groups and have been presented to the public in the form of workshop discussions sponsored by the Neighbourhood Advisory Council.

12.2.1 SCHOOLS

RECOMMENDED POLICY STATEMENTS

175 In the detailed site planning of the elementary schools in *ATARATIRI*, it is the policy of Council to consult with the provincial Ministry of Education, the Toronto Board of Education, the Metropolitan Separate School Board and representatives of the local community.

176 It is the policy of Council that the detailed site plan for the elementary schools in *ATARATIRI* will locate two schools, associated schoolyards, other *community services and facilities*, housing, and public open space in proximity, having regard for the following:

- **environmental conditions, including noise, air quality, soil contamination, risk from flooding and risk from the transportation of dangerous goods;**
- **public safety;**
- **sun and shadow effects;**
- **energy conservation;**
- **appropriate space for school play areas;**
- **massing that is consistent with the general built form context;**
- **design adaptability, particularly with respect to the possible future expansion or contraction of facilities;**
- **sharing of facilities;**
- **public accessibility and identity;**
- **servicing efficiency; and**
- **building security.**

EXPLANATION

The Toronto Board of Education and the Metropolitan Separate School Board have shown a keen interest in the ATARATIRI planning process. Both boards are represented on the Neighbourhood Advisory Council by their local ward trustees. In addition, staff of the two school boards have been consulted regularly on the various ATARATIRI studies that involve education services and facilities.

As a result of some initial concerns raised by school board staff during the ATARATIRI Site Plan Study, the City cooperated with the school boards in commissioning a separate study of the proposed school site. The results of the "Integrated School Site Study" were then fed into the final "ATARATIRI Site Plan" report. The school site study focuses on an area in the centre of ATARATIRI to establish whether it was possible to accommodate, within this area, the program requirements of a number of juxtaposed uses. The consultants prepared several options which, with varying degrees of success, indicate how schools, recreational facilities, open space and housing could be arranged in relation to each other. The study findings were discussed by City and school board staff and then presented to a public meeting sponsored by the Neighbourhood Advisory Council.

The outcome was twofold. First, there was agreement by all parties that the concept of an integrated school site was sound and "do-able". Second, there was a clearer understanding among the study participants of the various site planning considerations that will influence the choice of an optimal school site plan. Statement 176 above lists these considerations. While the participants in the study chose a preferred site plan from those developed by the consultants, it was recognized that the final choice will involve much more detailed study.

Among the considerations listed, design adaptability is one given prominence by both school boards. Toronto Board of Education staff, for example, has suggested that provision be made for portables to be placed in public parks near the schools should more space be temporarily required. The Separate School trustee, on the other hand, has recommended that school functions be expanded through conversion of contiguous building space and prefers a school building integrated with other uses. These suggestions, together with other expansion/contraction solutions, will have to be addressed at the detailed site planning stage.

The school boards continue to be involved in the ATARATIRI planning process, both through the trustees' membership on the Neighbourhood Advisory Council and through staff representation on the NAC steering committees that are planning community/recreation centre facilities and child care services.

12.2.2 CHILD CARE SERVICES

RECOMMENDED POLICY STATEMENT

177 It is the policy of Council to facilitate the establishment of a variety of licensed, non-profit child care facilities within *ATARATIRI*, with priority given to community-sponsored centres which may include, but are not limited to:

- **a "neighbourhood hub model", incorporating a range of services (such as, a parent-child resource centre and other family related support services) under a single organizational structure;**
- **child care in elementary schools;**
- **child care in community/recreation centres;**
- **child care centres in individual residential buildings; and**
- **workplace child care.**

Affordable, high-quality child care

Developing child care services policy

EXPLANATION

Research to date has underscored a likely high demand for child care in ATARATIRI. Given the significant proportion of social housing proposed for ATARATIRI, many of the families requiring child care will be eligible for a government subsidy to assist them in paying fees. The "ATARATIRI Community and Social Services Study" estimates that 135 child care spaces will be required upon start-up, expanding to approximately 600 once ATARATIRI is fully occupied. The consultants predict that about 70-75% of the children served will require subsidization. Unfortunately, a drastic shortfall of licensed child care spaces exists in the City of Toronto and capital funds for new facilities are extremely scarce. The waiting list for subsidy is long. This creates one of the biggest community service challenges for ATARATIRI. It is essential that the City explore every avenue available to provide a variety of affordable, high-quality, conveniently located child care services in ATARATIRI.

The approaches to child care provision listed in Statement 177 above have been derived from extensive agency consultation. The Child Care Services Steering Committee is meeting on an ongoing basis to identify preferred management models and practical strategies of implementation. The more detailed findings should be incorporated into the Community Services and Facilities Strategic Plans that are recommended in Section 12.5.

12.2.3 HEALTH CARE SERVICES

RECOMMENDED POLICY STATEMENT

178 It is the policy of Council to facilitate the establishment within *ATARATIRI* of community-based, primary health care services with a focus on health promotion and disease prevention, and with shared space available for related health and social services.

EXPLANATION

Consistent with the Healthy City Initiative's broadened concept of "health", ATARATIRI staff and the Neighbourhood Advisory Council have viewed the role of health care services in the new community as going beyond the treatment of illness. A strong emphasis should be placed on health promotion and illness prevention. The choice of services to be provided must recognize the social determinants of health, and must be made in collaboration with the potential users.

ATARATIRI creates both unique challenges and exciting opportunities for the planning and provision of community-based health services. The fact that there are no permanent residents in ATARATIRI at this time means that innovative approaches are required to determine the health service priorities of the future population. This suggests, for example, that a good deal of program flexibility is needed at start-up and ways must be found to engage early residents in shaping service provision as the community grows. While this approach may demand considerable staff resources at the outset, the opportunity exists to use health service planning as a community development tool to help empower local residents and promote neighbourhood identity.

The Health Care Services Steering Committee is exploring health care service alternatives and has identified the Community Health Centre (CHC), funded by the Community Health Branch of the Ministry of Health, as a potentially appropriate means. Ministry of Health staff has indicated approval-in-principle to fund a CHC in ATARATIRI. Provincial staff, City staff and the Health Care Services Steering Committee have agreed to work jointly on developing a strategy for planning and implementation. This will probably involve innovative research with existing providers and surrogate consumers.

A primary health care facility such as a CHC could assist greatly in monitoring the health of ATARATIRI residents and workers over time. The University of Toronto Centre for Studies in Medical Education, which is represented on the Neighbourhood Advisory Council, has indicated its interest in participating in long-term epidemiological research in ATARATIRI. The results of such research would benefit ATARATIRI residents and workers and make a valuable contribution to a broader understanding of the determinants of health.

FURTHER ACTIONS

The Commissioner of Housing, in consultation with the Commissioner of Planning and Development and the Medical Officer of Health, should report further on the outcome of joint research with the Ministry of Health regarding the establishment of a Community Health Centre in ATARATIRI.

Council should invite the participation of the academic community, in cooperation with local health service providers and consumers, in monitoring the long-term health status of future ATARATIRI residents and workers.

12.2.4 COMMUNITY/RECREATION CENTRE SERVICES

RECOMMENDED POLICY STATEMENT

179 It is the policy of Council to provide, or seek the provision of, appropriate community/recreation services, programs and facilities within *ATARATIRI*, with initial priority given to services that promote community development, personal independence and security, and safety from public and domestic violence.

EXPLANATION

The experiences of the St. Lawrence neighbourhood and the Harbourfront community have highlighted the significant role of a community centre in a nascent neighbourhood and the difficulties experienced by residents when such a facility is absent or delayed. The first occupants of ATARATIRI will be moving into a neighbourhood that has no established social structures or support systems. In time, these relationships will develop and the community will assume its own unique identity within the Toronto mosaic of distinct neighbourhoods. Community and recreation programs, whether in a central facility or provided on an interim basis from alternative space, can have a powerful positive influence on this community-building process. Their

availability in the first phase of ATARATIRI will help ensure the community's success as a caring, mutually supportive place to live and work.

The Community/Recreation Centre Steering Committee is building upon the previous ATARATIRI social research to anticipate the program and facility needs of the first residents. Several groups have been consulted about their needs and preferences. These include youth, single parents, seniors, people who are developmentally handicapped, literacy groups, people with disabilities, natives and a number of other ethno-cultural groups. Questionnaires have been mailed to the 1,200 people on the Neighbourhood Advisory Council mailing list (with over 300 responses being received). The neighbourhoods nearby (St. Lawrence, Corktown and Regent Park) have been contacted. The data from all of these sources are being used to develop a community/recreation funding proposal consistent with the established City process.

Major recreation facilities, such as a pool and a full gymnasium, are probably more appropriate for the second phase of development of ATARATIRI. These are expensive facilities that could be provided in a cost-effective manner if incorporated with the development of the two schools planned for ATARATIRI. Until they are available, first phase occupants will be able to use the existing centres in the area (including the St. Lawrence community centre now under construction).

The Safe City Committee was asked for its advice on physical and social planning. One of the specific suggestions the Committee made was consideration of a shelter or "safe house" for people, including youth, escaping violence in their homes. Such a facility would not be contained within a community/recreation centre, but it could be associated through administration, funding, or support services.

12.3 LOCATION AND ACCESS

12.3.1 GENERAL

RECOMMENDED POLICY STATEMENT

180 It is the policy of Council that *community services and facilities* in ATARATIRI should be established in visible locations that are convenient to places of concentrated pedestrian activity, fully accessible and within ready walking distance of areas containing *housing suitable for families with children*.

EXPLANATION

In keeping with the principles of diversity, integration and access, ATARATIRI staff and the Neighbourhood Advisory Council see community facilities as binding elements within a community. As recommended in the next policy statement, certain facilities should be located in focal locations because they will be serving the whole community. These locations should be in animated areas that foster social interaction. The facilities should be easily accessible, especially for children. Families with children are likely to be the primary users of many of the services (for example, schools, child care and some recreation facilities) and, in the case of young children, proximity is both a convenience and a safety issue.

Facilities serving more limited or specialized groups within the neighbourhood should be distributed among a number of attractive and convenient locations. The aim should be to avoid discrete, stand-alone centres situated in remote areas.

12.3.2 FACILITIES SERVING ALL OF ATARATIRI

RECOMMENDED POLICY STATEMENTS

181 It is the policy of Council that the heritage building at 409 Front Street East be renovated to provide space for *community services and facilities*. It is Council's objective that this building become a major focus of community and social activity for residents and workers of *ATARATIRI*.

182 It is the policy of Council that a public elementary school and a separate elementary school be located within *Development Block* E6 as shown on Figure 34.

183 It is the objective of Council that comprehensive child care services be provided in a central location within *ATARATIRI*. In addition to a central facility, it is the objective of Council that a number of other child care centres be established in several different locations within *ATARATIRI* that are convenient to residents and workers.

EXPLANATION

The "Principles, Directions and Strategies" report recommends that the heritage building at Front and Cherry streets be retained and possibly used for a community purpose. This building is located at the centre of the intended first phase of development and will continue to occupy a focal location on ATARATIRI's "main street". Upon the request of the Community Recreation Centre Services Steering Committee, the City Property Department is undertaking a detailed feasibility study of the building to assess its structural soundness and its potential, from a physical design viewpoint, for use for community facilities. Preliminary study results indicate that the existing structure could be renovated to contain a community centre, which could include community programming space, an elderly persons' centre and a neighbourhood cafe, as well as a health centre and child care centre. While a more detailed understanding of the preferred programs and their space requisites is still being researched (and should not be finally determined without community involvement), there is enough evidence now to earmark the property for use as a heritage community centre.

The "Integrated School Site Study" that was conducted by the City in collaboration with the two school boards is discussed above. Block E6 is a logical location for the proposed elementary schools due to its centrality within

Future community centre for ATARATIRI

the overall site plan and its proximity to the proposed heritage community centre (to the west) and major public open space (to the south). The Integrated School Site Study demonstrate that the block's size and dimensions are appropriate for the intended uses.

As mentioned earlier, ATARATIRI should contain a variety of child care facilities. Given the difficulties in obtaining capital funds for child care, one way of ensuring that a number of spaces are provided in the first phase is to include a child care centre with the initial construction of other essential community services. The heritage building at Front and Cherry Streets is one candidate location. The intention would be to have a number of related services for young families available in a shared-use facility. While this centre could act as a

"neighbourhood hub", additional child care spaces should be incorporated in the construction of other buildings over time, including the schools, apartment buildings and non-residential buildings.

FURTHER ACTION

Council should approve in principle the renovation of the property at 409 Front Street East for use as a heritage community centre. The Commissioner of the City Property Department should proceed with the detailed feasibility study of the building, with a view to recommending a capital budget for construction of the heritage community centre in 1993.

12.3.3 LOCALIZED FACILITIES

RECOMMENDED POLICY STATEMENTS

184 It is the policy of Council to encourage the provision of space for *community services and facilities* within each *Development Block* of *ATARATIRI* that contains residential or mixed-use buildings.

185 It is the policy of Council to use its powers under the Planning Act to require the provision of shared amenity space in all residential and mixed-use buildings in *ATARATIRI* that are of an appropriate size.

EXPLANATION

As pointed out in the "Cityplan '91 Proposals" report, service providers in an area undergoing redevelopment are usually confronted with an acute shortage of available and affordable space. If the goal of providing a range of conveniently located community services is to be available throughout ATARATIRI, space must be set aside in new developments at prices that can be afforded by social service agencies. On most development blocks within ATARATIRI, at least some of the space within new buildings will be less than ideal for dwelling units because of nearby busy streets or other disruptions. This space could be used for community facilities. The zoning for each block should allow for these uses. In addition, the City should consider means of ensuring the space is, in fact, constructed and made available at affordable rates. One approach may be to make the provision of affordable space for community service use a condition of buying or leasing development parcels.

The community facilities considered in this section are structured services or programs. There is also a need for informal space in the community to be used in a more spontaneous fashion. Every successful neighbourhood has its favourite locations for socializing. Whether it's a church hall, local cafe or shop or a neighbour's backyard, these resources are critical in enabling people to meet and identify many of their own needs. The densities and multi-family nature of the proposed buildings in ATARATIRI make it unlikely that these meeting places will "accidentally" appear in the same fashion as they may in lower density, traditional neighbourhoods. Consistent with the recommendations of the "Cityplan '91 Proposals" report, there should be a requirement for shared amenity space in all housing developments above a threshold size. The zoning for ATARATIRI should specify the quantity of space required and establish standards that ensure it is visible, accessible and well-lit.

FURTHER ACTION

The Commissioner of the Planning and Development Department should report further on a zoning definition for "shared amenity space" and recommended standards for "shared amenity space".

12.4 SERVICE PROVIDERS AND FUNDERS

RECOMMENDED POLICY STATEMENTS

186 It is the policy of Council to seek the financial and other assistance of other levels of government and appropriate agencies in the construction and operation of *community services and facilities* prior to and during the development of housing within *ATARATIRI*.

187 It is the objective of Council that joint funding be provided for many of the *community services and facilities* for *ATARATIRI* and that the Ministry of Housing, Ministry of Health, Ministry of Community and Social Services, Ministry of Education, Ministry of Labour, Ministry of Citizenship, Ministry of Tourism and Recreation and other appropriate Provincial Ministries and agencies be jointly approached to implement and fund a comprehensive pilot project in *ATARATIRI* to provide integrated services. The *ATARATIRI* pilot project should be undertaken with the view of developing a potential model that can be applied in other communities.

EXPLANATION

As mentioned above, the City is limited in its ability to directly fund all of the community services and facilities that will be needed by ATARATIRI residents and workers. In many instances, it will have to depend on the largesse of the same governments and outside agencies that are currently facing serious cash shortfalls. Therefore, in addition to planning what services are needed, the City must assume a strong advocacy stance with external funding authorities to ensure timely implementation. To avoid the sort of servicing crisis experienced by Harbourfront (and to a lesser degree, St. Lawrence), capital funds for community facilities must be committed at the same time as those for the construction of housing. This is less costly than attempting to "retro-fit" a community with facilities after development is completed.

Existing government funding programs tend to have a narrow and discrete focus. Social housing programs, for example, are aimed at producing dwelling units and do not take into account that occupants will require more than shelter. While this may work for a single housing project being introduced into an established neighbourhood, an undertaking the scale of ATARATIRI demands a fresh look at how funds for housing and community services can be coordinated.

The Premier's Council on Health Strategy (now being restructured and broadened as the Premier's Council on Health, Well-Being and Social Justice) has recommended a comprehensive approach to community-based services and greater flexibility in the use of program funding. ATARATIRI, as a large-scale public initiative with substantial social housing, presents a unique opportunity to test these ideas. Pooling funds from different sources and creatively applying them in a coordinated fashion promises to be more cost-effective than making a number of independent capital expenditures in a piece-meal manner. For example, public dollars earmarked for child care spaces could achieve more if combined with public dollars for a housing project or a community centre, rather than being used in isolation.

FURTHER ACTION

Council should request a commitment from the Province to assist in the funding of important community services and facilities in ATARATIRI. City staff should engage its Provincial counterparts as soon as possible in discussions of innovative funding arrangements, along the lines suggested in this section.

12.5 IMPLEMENTATION AND PHASING

RECOMMENDED POLICY STATEMENTS

188 It is the policy of Council that the general goals, objectives and provisions of Section 12 of this Plan in respect of *community services and facilities* shall be developed in more detail for each *Sub-Area* of *ATARATIRI* in the form of a *Sub-Area Community Services and Facilities Strategic Plan*, as described in Statement 252. The *ATARATIRI Community Services Council* identified in Statement 173 shall be directly involved in the preparation of all *Sub-Area Community Services and Facilities Strategic Plans*.

189 It is the policy of Council to seek the provision of satellite services by existing providers to serve the needs of residents and workers in the first phase of development of *ATARATIRI*, and that this intent be developed in more detail in the *Community Services and Facilities Strategic Plan* for *Sub-Area W*. Council shall regard satellite services to be an interim measure and have as its objective their ultimate replacement by an integrated and comprehensive collection of *community services and facilities* that are primarily based within *ATARATIRI*.

190 It is the policy of Council to monitor the community service needs of *ATARATIRI* residents and workers over time and to evaluate the success with which these needs are being met by existing and new *community services and facilities*. To this end, Council shall have regard to the results of a *Post-Occupancy Survey of ATARATIRI Residents and Workers*, as described in Statements 253 and 254, before residential development in *Sub-Area E* of *ATARATIRI* is permitted.

EXPLANATION

Much research into the anticipated community service needs of ATARATIRI residents and workers has been carried out since the "Principles, Directions and Strategies" report was produced last year. The recommendations of this section reflect the research findings to this date. The social planning work is ongoing: three Neighbourhood Advisory Council steering committees comprising resource people in specific service areas are meeting on a regular basis; a feasibility study for the adaptive reuse of the property at 409 Front Street East as a heritage community centre is underway; approval-in-principle of funding for a Community Health Centre has been obtained. The results of this work should lead to detailed community service plans for each development phase in ATARATIRI.

The "Cityplan '91 Proposals" report recommends that "a Community Services and Facilities Strategic Plan .... be developed with the participation of local residents and service agencies, for geographic neighbourhoods of the City such as those areas undergoing Part II plans". Statement 188 above is consistent with this policy and recognizes that ATARATIRI will be developed in distinct phases over time. As described later in Section 17 ("Sequencing of Approvals"), ATARATIRI should be divided into three large sub-areas for the purposes of development approval. Before development is allowed in a sub-area, a number of planning requirements will have to be met, including a determination of which community services and facilities are necessary and how they are to be implemented. Community participation in these decisions is essential and should occur under the auspices of the Community Services Council recommended earlier.

For the first development phase of ATARATIRI, there will likely be a significant reliance on existing services in the area. This is due to the time required to construct facilities and the need to reach a critical population threshold before successful programming can occur. The example of major sports and recreation facilities has already been cited. Studies have shown, however, that

many of the nearby community services are at or near capacity. Moreover, the development of specific ATARATIRI-focused services is intended to meet an important community-building objective. Consequently, the City should invite the participation of off-site service providers in the short term, but not lose sight of the ultimate vision of a fully integrated and self-sufficient community.

Despite the amount of research that is being undertaken now to plan community services for ATARATIRI, a clear understanding of exactly what is required is not possible until after initial occupancy. For this reason, this section stresses the need for flexibility in program and facility planning and recommends the early involvement of the local community in making servicing decisions. In other major developments in Toronto, such as St. Lawrence and Frankel-Lambert, post-occupancy surveys were conducted to determine residents' opinions of the quality of life within their new neighbourhoods. The results, due to the nature and timing of the development process, were limited in their effect on community service decisions. To avoid this in ATARATIRI, Statement 190 asserts that community feedback be explicitly included in the development approval process. Given the geographic size and lengthy construction time frame of ATARATIRI, this should ensure that a learning process is in place that allows service responses (as well as other planning adjustments) to be made as the community develops.

SECTION 13
PARKS AND OPEN SPACE

13.1 OVERVIEW

Residents and workers in ATARATIRI will have access to various types of open space: public parks; other public areas such as street boulevards and schoolyards; and private areas, usually courtyards within development blocks. This section first describes how these components should fit together within a comprehensive open space system, and then discusses in greater detail what each will be like.

The recommended open spaces form an integral part of the site plan proposed in Section 6. Buildings and open space can not be considered in isolation from each other. The built form has been designed to recognize the open space it encloses or borders. Conversely, the open space areas described in this section have been planned to respond to the needs and opportunities presented by the different buildings and activities occurring across the site; they are not simply residual spaces.

Environmental conditions have also played a prominent role. The proposed layout and use of open space takes advantage of positive environmental opportunities, such as the rehabilitation of the Don River valley; and mitigates against negative environmental conditions, such as nearby sources of noise and air pollution.

The proposed open space plan is the product of a number of consultant studies, staff recommendations, and public input, primarily via the Neighbourhood Advisory Council. The work of the "ATARATIRI Open Space Study" (Hough Stansbury Woodland, June 1990) was integrated into the "ATARATIRI Site Plan" report (The Kirkland Partnership, December 1990). Additional refinements resulted from the findings of the "ATARATIRI Integrated School Site Study" (Page and Steele, October 1990) and from the ongoing work of the site design consultants (Baird/Sampson and Fleiss Gates McGowan Easton).

The Commissioner of Parks and Recreation has concerns about the parks and open space components of the present site plan as it has evolved to this point. The Commissioners of Planning and Development, Housing, and Parks and Recreation have agreed to have continuing dialogue on this issue, and to consult with various interest groups. The Final Recommendations report, to be written after this Proposals report has been widely circulated and debated, will discuss the outcome of this dialogue.

Parks will link neighbourhoods

13.2 OPEN SPACE SYSTEM

13.2.1 OBJECTIVES

RECOMMENDED POLICY STATEMENT

191 It is the policy of Council to ensure the provision of a hierarchy of publicly accessible open spaces in *ATARATIRI* for the use and enjoyment of residents, workers and visitors, as shown on Figure 23. The open space system will be designed to:

- **provide not less than 5.8 hectares of public land to be used for park, recreation and open space purposes;**
- **serve the active and passive recreational and social/cultural needs of a broad range of users of all ages;**
- **contain a variety of park types and sizes;**
- **promote the planting of trees and other vegetation throughout the community;**
- **further the integration, both visually and functionally, of *ATARATIRI* and the existing communities that surround it; and**
- **connect, as much as practical, with open space opportunities outside of *ATARATIRI*, and be internally connected through pedestrian and bicycle routes.**

FIGURE 23 PROPOSED OPEN SPACE SYSTEM

EXPLANATION

The various open space areas in ATARATIRI should form a system that functions well internally and also connects with the city-wide open space system. This is the intention of Statement 191. Each element of ATARATIRI's open space system will be reasonably distinct in its character and function. This will ensure diversity and the possibility of serving multiple needs and interests. To work effectively as a system, however, the different components must be logically located and well connected internally.

Connections should also extend beyond ATARATIRI, providing links to the neighbourhoods immediately adjacent to ATARATIRI and integrating ATARATIRI within the city's open space system. Locating some of the parks along the edges of ATARATIRI increases the permeability of the site's boundaries and encourages pedestrian movement in and out of the community. This supports the recommendations of the "Cityplan '91 Proposals" report, which emphasize the city-wide development of linked parks and open spaces.

Toronto is a city of trees. Torontonians attach great value to the importance of nature in their parks, landscaped streets and private yards. This is reflected in the Cityplan '91 discussion of open space, landscape and streetscape. The benefits of generous landscaping go beyond aesthetics. Plants improve air quality and can favourably influence micro-climates through shade and windbreak effects (see Statement 45). Statement 191, therefore, calls for the planting of trees and other vegetation throughout ATARATIRI – not only in the public parks.

The public parks shown on Figure 23 have a total area of 5.8 hectares. This should be the minimum amount of public park space provided in ATARATIRI, as stipulated in Statement 191. It may be possible to add to this amount of park space by adjustments to the site plan and to individual block plans. For example, the park planned for the south side of Mill Street could be expanded to the extent that the building parcel on the southeast corner of Mill and Cherry Streets is reduced. As described in Section 15 ("Land Use Districts"), this parcel is intended for institutional or community facility use, but a particular user has not yet been identified. Additional public open space might also be developed in conjunction with the renovation of 409 Front Street East for a heritage community centre (as mentioned in Section 12).

The minimum 5.8 hectares public park requirement for ATARATIRI exceeds the original recommendation contained in the July 1988 preliminary concept plan, which calls for 4.4 to 5.3 hectares (11 to 13 acres) of parks, and exceeds the amount of open space contemplated in the Housing Development Agreement with the Province. The figure recommended in Statement 191 also does not include the proposed schoolyards or the widened, landscaped boulevards along re-aligned Bayview Avenue and Front Street East.

Sidewalks canopied with trees

13.2.2 PHASING

RECOMMENDED POLICY STATEMENT

192 It is the policy of Council to develop elements of the *ATARATIRI* open space system prior to, or in conjunction with, the construction of adjacent residential buildings, mixed-use buildings, schools or other *community services and facilities* requiring access to open space.

EXPLANATION

The "Principles, Directions and Strategies" report recommends that ATARATIRI be phased in an orderly fashion with each stage complete in itself. Statement 192 is consistent with the statements regarding the timely provision of local retail shops (Section 10) and community services and facilities (Section 12). The parks and public amenities in ATARATIRI should not be an afterthought. They should be available in appropriate locations upon initial occupancy. The parks plan, shown in Figure 23, allows for this through a balanced allocation of open space opportunities. For example, the area likely to be developed first (identified as sub-area W in Section 17, "Sequencing of Approvals") will contain two public parks.

13.2.3 PARKS LEVY

RECOMMENDED POLICY STATEMENT

193 It is the policy of Council that no by-laws passed under the authority of Section 41 of the Planning Act shall apply to *ATARATIRI*.

EXPLANATION

Since 1989, the City has required new developments to contribute a parks levy in the form of land or the cash equivalent. Certain classes of development are exempt from the levy, notably social housing. The "Cityplan '91 Proposals" report recommends a more aggressive parks acquisition program for the City. If the proposed policy for major redevelopment sites were applied to ATARATIRI, a parks levy of 25% of the site, excluding public road allowances, would result. The actual amount of public park space being recommended in ATARATIRI, in fact, represents 30% of the net lands, including schoolyards.

While the rationale behind a parks levy is equally applicable to ATARATIRI (that is, to ensure adequate funding for new parks), it is not an appropriate financial mechanism for a publicly-owned development. If a parks levy is applied to new development in ATARATIRI, proponents will simply discount its cost from the price they are willing to pay for building parcels. There is no net gain to the City from requiring the levy and its application will complicate the land disposition and development process. In addition, the City's Housing Development Agreement with the Province prohibits any lot levies unless special consent is given by the Minister of Housing. Statement 193, therefore, recommends that the parks levy, as authorized by the Planning Act, not apply to ATARATIRI.

FURTHER ACTION

The City Solicitor should prepare draft legislation to exempt ATARATIRI from the provisions of By-law 717-89.

13.3 EAST PARK

RECOMMENDED POLICY STATEMENTS

194 It is the policy of Council to ensure the development of a major park on the eastern portion of *ATARATIRI*, as shown on Figure 23. This park will be designed to:

- **serve as the major focal park for all of *ATARATIRI*;**
- **contribute to the natural rehabilitation of the Don Valley;**
- **act as a buffer between the built-up portions of *ATARATIRI* and the Expressway and rail corridors on its eastern boundary;**
- **assist in site drainage under severe storm conditions;**
- **create a natural habitat theme with the planting of appropriate native trees and vegetation along its eastern edge;**
- **include areas for active recreation in appropriate locations; and**
- **serve, first, the passive and active recreational needs of local residents and workers; and, second, the recreational needs of visitors from outside of *ATARATIRI*.**

195 It is the policy of Council to seek the establishment of pedestrian and bicycle connections between the proposed East Park and existing and future public open space to the north, south and east along the Don River.

EXPLANATION

The "Principles, Directions and Strategies" report recommends that the most significant feature of a hierarchical open space system in ATARATIRI should be a large, focal park near the Don River edge which has a strong natural habitat theme. This concept has been met with enthusiastic support from specific interest groups and the public in general. The Task Force to Bring Back the Don has endorsed the proposed park, as it complements the Task Force's ambitions to increase public access to the river and aid its natural rehabilitation.

The proposed East Park will have a positive effect on the neighbourhood's environment by distancing the development from major sources of noise (the Don Valley Parkway and CNR line) and by having a natural cleansing effect on airborne pollutants (again, largely related to the road and rail traffic). It is also consistent with public sentiment to restore the Don to a cleaner, more natural condition. Although a fairly passive, natural theme should be promoted for the East Park, in carefully designed areas adjacent to the built-up portion of the site, more active programming could occur. Figure 24 shows one artist's conception of how the park could be designed and landscaped.

Increased public access to the Don River

A key consideration in designing the East Park should be connections to other existing and potential areas of public open space. This is stated in Statement 195. At the north end, the proposed realignment of Bayview Avenue westward will allow for a wider open space strip closer to the river and hence improve pedestrian and bicycle movement parallel to the rail tracks. The railway line unfortunately blocks direct access to the river's edge. At the southeast corner of ATARATIRI where the rail corridor swings to the west away from the Don, it may be possible to penetrate this barrier with a pedestrian underpass. At this point, the tracks are raised about two metres above grade, which would facilitate a tunnel connection. Most of the land on the opposite side of the tracks at the rail bend is publicly owned, although not by the City. Land further to the south, accessible by a path under the CNR rail bridge, is also publicly owned. The opportunity exists, therefore, to continue the open space corridor alongside the Don almost to the Keating Channel (where the Gardiner Expressway and Lake Shore Boulevard intervene). These possibilities are outside the jurisdiction of ATARATIRI, but are supported by other public planning initiatives in the area, including the Royal Commission on the Future of the Toronto Waterfront.

FIGURE 24 POSSIBLE PERSPECTIVE VIEW OF EAST PARK

13.4 SOUTH PARK

RECOMMENDED POLICY STATEMENTS

196 It is the policy of Council to ensure the development of a major park on the southern portion of *ATARATIRI*, as shown on Figure 23. This park will be designed to:

- **connect with, and continue, along the site's perimeter, the natural woodland features of the proposed East Park;**
- **serve primarily as an area for active recreation;**
- **be easily accessible to the schools and other *community services and facilities* located on the north side of Mill Street;**
- **act as a buffer between the built-up portions of *ATARATIRI* and the Expressway, rail lines and railway sorting yards on its southern boundary; and**
- **serve, first, the passive and active recreational needs of local residents and workers; and, second, the recreational needs of visitors from outside of *ATARATIRI*.**

197 It is the policy of Council to seek the establishment of a pedestrian and bicycle route that connects the proposed South Park with the Gooderham and Worts property and David Crombie Park to its west.

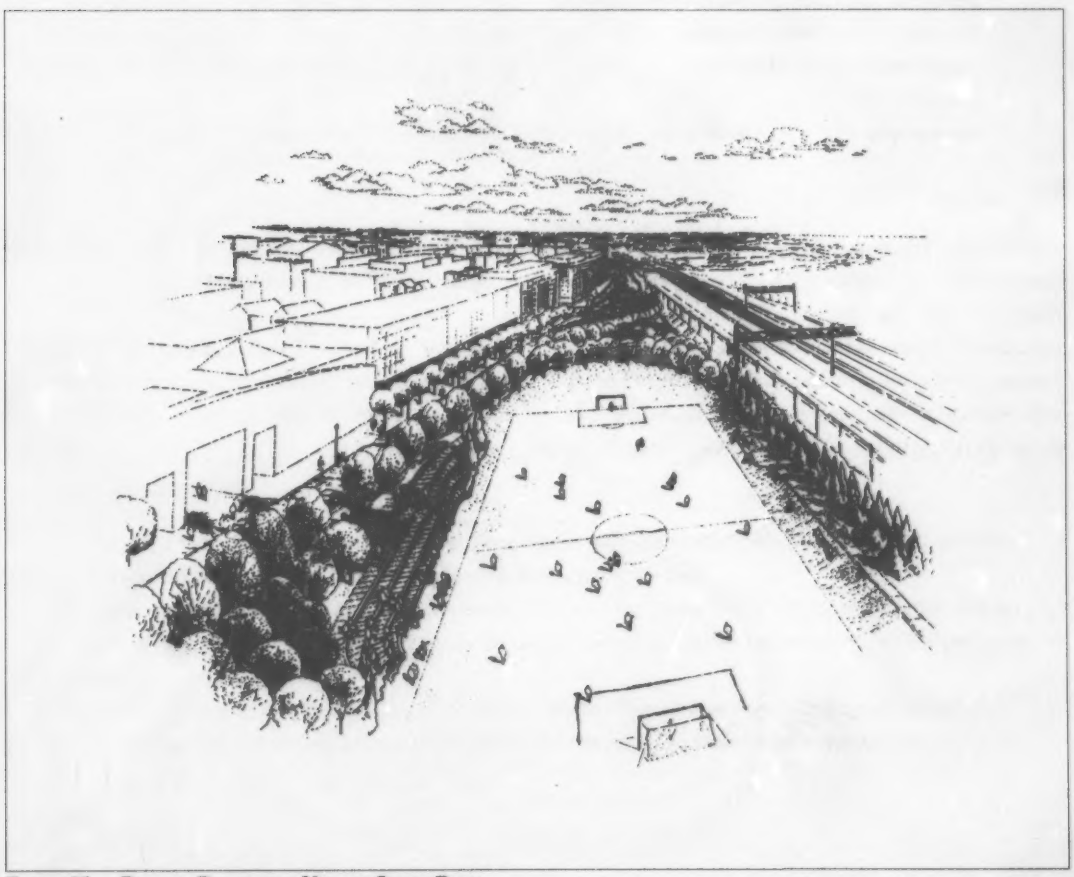


FIGURE 25 POSSIBLE PERSPECTIVE VIEW OF SOUTH PARK

EXPLANATION

In many ways, the proposed South Park is a logical extension of the East Park. It, too, should act as an environmental buffer and have natural habitat features. As the park widens further from the river's edge, however, it becomes practical to include major recreational facilities such as ballfields. The school boards have expressed considerable interest in the development of an active recreation park in this location because of its proximity to the proposed school sites (described in Section 12). Figure 25 depicts one possible view of the South Park.

Consistent with Statement 195, Statement 197 calls for extension of pedestrian and bicycle routes westward from the South Park. This was previously discussed in Section 7 ("Transportation and Circulation").

13.5 TRINITY STREET PLAZA

RECOMMENDED POLICY STATEMENT

198 It is the policy of Council to develop a local park south of Front Street East at Trinity Street, as shown on Figure 23. This park will be designed to:

- **provide a visual and pedestrian link between the community to the north of *ATARATIRI* and the Gooderham and Worts property south of *ATARATIRI;***
- **reflect and be sympathetic to the architecture and historical associations of the Gooderham and Worts property; and**
- **serve primarily the recreational and social/cultural needs of local residents and workers.**

EXPLANATION

The proposed Trinity Street Plaza will include the closed road allowance of a portion of Trinity Street. This follows from the traffic plan recommended in Section 7. The park should be located and designed to reinforce the historic connections associated with Trinity Street. It will enhance the view shown in Figure 15 and focus on the heritage buildings in Gooderham and Worts. Figure 26 is an artist's conception of how the park's design might accomplish these objectives.

Trinity Street Plaza will be included in the area likely to be developed first. It should be given an early start to be ready to serve the first residents and workers of ATARATIRI.

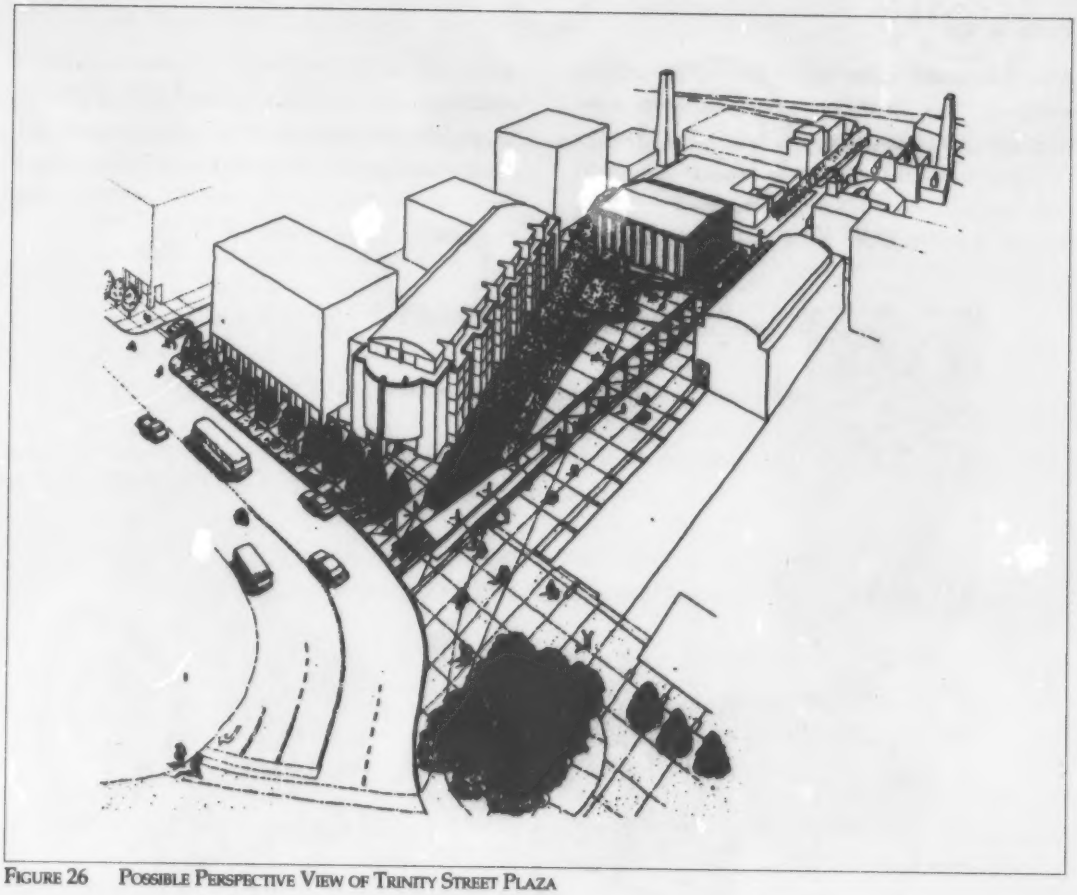


FIGURE 26 POSSIBLE PERSPECTIVE VIEW OF TRINITY STREET PLAZA

13.6 CHERRY STREET PLAZA

RECOMMENDED POLICY STATEMENT

199 It is the policy of Council to develop a local park south of Eastern Avenue at Cherry Street, as shown on Figure 23. This park will be designed to:

- **provide a visual and pedestrian link between the community to the north of *ATARATIRI* and the *traditional shopping street* activities planned for Front Street East;**
- **recognize the architecture and historical associations of the former Sackville Public School and the former Palace Street Public School, to the immediate north and south (respectively) of the proposed park;**
- **animate and reinforce the social and retail focus of the Cherry/Front Streets intersection; and**
- **serve primarily the recreational and social/cultural needs of local residents and workers.**

EXPLANATION

Although modest in size relative to the proposed East and South Parks, Cherry Street Plaza will be one of the most significant public open spaces in ATARATIRI. Its critical location at the retail and community service core of the neighbourhood will make it the "Nathan Phillips Square" of ATARATIRI. Its development at the very start of ATARATIRI will be crucial to the community-building process and will help establish a strong, positive image. Like the proposed Trinity Street Plaza, it will enhance connections to Corktown to the north and create the view depicted in Figure 15. Figure 27 illustrates one notion of its design and use.

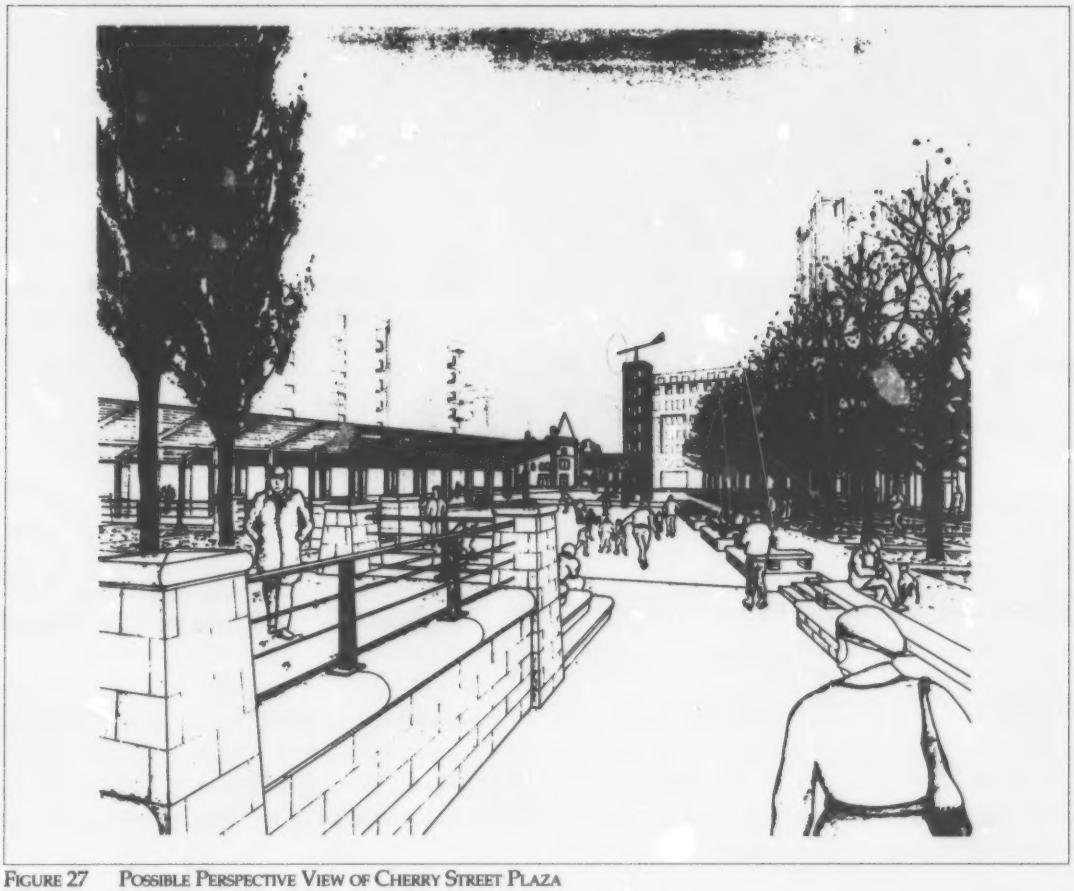


FIGURE 27 POSSIBLE PERSPECTIVE VIEW OF CHERRY STREET PLAZA

13.7 BOULEVARD PROMENADES

RECOMMENDED POLICY STATEMENTS

200 It is the policy of Council to develop a major public promenade along Front Street East, as shown on Figure 23. This promenade will be designed to:

- **reinforce the role of Front Street East as *ATARATIRI's* primary *traditional shopping street*;**
- **provide a pleasant, animated environment for social interaction through appropriate tree and flower plantings, street furniture and public art;**
- **promote pedestrian east-west circulation through *ATARATIRI* and enhance accessibility to the proposed East Park; and**
- **serve primarily the social and cultural needs of local residents and workers.**

201 It is the policy of Council to develop a public promenade along the proposed realigned Eastern/Bayview Avenue, as shown on Figure 23. This promenade will be designed to:

- **promote pedestrian east-west circulation within *ATARATIRI;***
- **provide a visual and functional link between the prominent features sited at its westerly and easterly termini; and**
- **buffer the residential uses to its south from the automobile traffic and non-residential uses to its north.**

EXPLANATION

Respected urban commentator Jane Jacobs extols the virtues of public sidewalks in promoting safety, fostering social contacts, and assimilating the everyday activities of citizens, especially children. These sentimentsaare reflected in Section 6, where great emphasis is put on the pedestrian environment. Statements 200 and 201, single out two streets, Front and Eastern/Bayview, that merit attention since they will perform an important linking role in the proposed open space system for ATARATIRI.

The significance of Front Street East as the community's main commercial and social focus has been described in detail in Section 10 ("Retail Services"). Statement 200 complements the intention to designate Front Street as a "traditional shopping street". In terms of the open space system, the proposed Front Street promenade will connect Trinity Street Plaza, Cherry Street Plaza and East Park. It will reinforce the view corridor identified in Figure 15 and recommended in Section 6.

The Eastern/Bayview Avenue promenade proposed in recommendation 201 will also provide access to Cherry Street Plaza and East Park and link the landmark sites shown in Figure 14. In addition, a widened public boulevard in this location will serve as an environmental buffer against the traffic and non-residential activity proposed to its north. Figure 28 shows a possible treatment of this space.

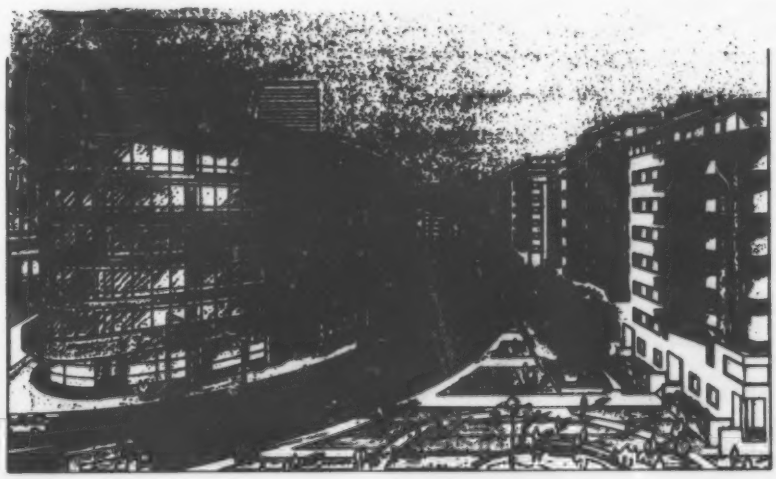


FIGURE 28 POSSIBLE PERSPECTIVE VIEW OF EASTERN/BAYVIEW BOULEVARD PROMENADE

13.8 SCHOOLYARDS

RECOMMENDED POLICY STATEMENT

202 It is the policy of Council to provide appropriate open space in *Development Block* E6 as shown on Figure 34 to be used jointly by the public and the schools and any *community services and facilities* proposed for that block. The schoolyard or schoolyards will be designed to:

- **address the requirements of the Toronto Board of Education and the Metropolitan Separate School Board; and**
- **serve the active and passive recreational needs of local residents during off-school hours.**

FIGURE 29 POSSIBLE PERSPECTIVE VIEW OF A SCHOOLYARD

EXPLANATION

There is a long tradition in Toronto of the City cooperating with the local school boards in improving schoolyards for both school and general community use. Often, this has involved senior government community improvement funds. As described in Section 12, the final design of the school sites, including playgrounds, will result from collaboration among the City, the Province, the two school boards, and the local community. Although the primary purpose of the schoolyards during school hours will be to serve the recreational needs of students, after hours and on weekends they should be a well-used community resource. A possible schoolyard design is shown in Figure 29.

Promoting the planting of trees and vegetation

13.9 PRIVATE OPEN SPACE

RECOMMENDED POLICY STATEMENTS

203 It is the policy of Council to pass by-laws requiring the provision of open space on each *Development Block* containing housing to serve the people living and working within the *Development Block*. This space should be secure and readily accessible to occupants of the *Development Block*, especially children. It should be designed to support a variety of activities, which may include gardening, children's play and sitting out.

204 In order to satisfy the open space requirements of Statement 203, Council shall encourage the development of useable open space both at-grade and on podium and rooftop locations.

EXPLANATION

For reasons of safety and security, a clear distinction should be made between private and publicly accessible open space in ATARATIRI. While everyone in the community should have convenient access to the public parks and promenades, private open space on a development block should fall within the domain of the residents and workers who occupy the block. This distinction is implicit in the ATARATIRI building archetype described in Section 6, which features a central courtyard enclosed by perimeter buildings. The ultimate users of the courtyard space should decide how it will be designed. Statement 203 mentions some possible uses.

Winter skating rink, summer pond at Ryerson

In addition to grade-related open space on each development site, the use of rooftop and podium space should be considered. The "ATARATIRI Open Space Study" describes a number of innovative ideas in this respect. Staff has discussed the promotion of community gardens with representatives of the Toronto Food Policy Council. Given the likelihood that grade-related open space will be the favoured location for active use (particularly by children), the rooftops may provide the best potential gardening sites. Appropriate gardening techniques are available using lightweight soil composites.

FURTHER ACTION

The Commissioner of Housing, in consultation with the Commissioner of Parks and Recreation and the Toronto Food Policy Council, should report further on a strategy to encourage community gardens within development blocks in ATARATIRI, including the possible development of roof gardens.

Section 14
Job Development

14.1 Overview

Previous sections of this Plan discuss the preferred land uses for ATARATIRI. The next section ("Land Use Districts") recommends how these different activities should be distributed spatially. This section begins by focusing on the employment implications of the recommended land use pattern. It then discusses ways to enhance the employability of future ATARATIRI residents, whether they work inside or outside of the local community.

Recommended Policy Statement

205 It is the policy of Council to use its regulatory powers and the process of land disposition to encourage a diverse employment base in *ATARATIRI*. Council shall seek the provision of a target employment base of 1,500 permanent jobs upon project completion. Council shall ensure land is available in *ATARATIRI* for a broad range of businesses providing employment in the following areas:

- **light industry, including communications and design;**
- **local retail and commerce;**
- **small-scale office;**
- **community service and education; and**
- **arts and culture.**

Explanation

The major tenet of the City's economic development policy is to promote a broad range of employment opportunities. A diversified economic base is less vulnerable to volatile business cycles and provides for a mix of people of different skills and incomes to live and work in the city. The primary instrument that the City has at its disposal to encourage this objective is its land use controls. Zoning different areas of the city for specific types of uses permits certain jobs to occur. It is up to the market place, however, to take advantage of these land use opportunities. As described in Sections 10, 11 and 12, the proposed land use controls for ATARATIRI will permit a wide spectrum of business and service activity. The employment areas listed in Statement 205 are directly associated with the land uses recommended earlier. These are the types of jobs that realistically can be obtained within ATARATIRI and which accord with the land use objectives of this Plan.

At the time of ATARATIRI's announcement in July 1988, approximately 1000 workers were employed by businesses located within ATARATIRI and at 554 Lake Shore Boulevard East (the off-site rendering plant that was expropriated for air quality reasons). Most of the businesses were industrial in nature. At the time of writing, it would appear from information provided by the displaced firms that about 70% of these jobs have been retained within the Toronto area, with the majority located in the City of Toronto. Only a small proportion of the original jobs have been "lost" in the sense that the businesses are no longer in operation.

The redevelopment of ATARATIRI will result in the creation of both permanent and temporary jobs. Table 4 indicates the likely number and breakdown of permanent jobs in ATARATIRI upon project completion.

TABLE 4 PERMANENT JOB CREATION POTENTIAL IN ATARATIRI AT BUILD-OUT

Job Sector	Number
Private retail & service	495
Community service	190
Building management & maintenance	230
Subtotal	**915**
Industrial/commercial	1,260
TOTAL	**2,175**

There are a number of jobs in ATARATIRI that will be relatively immune to vagaries in the greater economy because they will be necessary to service directly the substantial resident and worker population that will occupy the development. The private retail jobs cited in Table 4 take into account only those businesses expected to cater to the local market within ATARATIRI. Similarly, the community service jobs are associated with ATARATIRI-specific community services and facilities (schools, community centre, child care, etc.), and the building management and maintenance jobs are a conservative estimate of the on-site work force that will administer and maintain the physical plant. Off-site workers providing social and physical services (policing, emergency services, garbage collection, street cleaning, etc.) are not included. This results in over 900 permanent jobs being located in ATARATIRI to service the new community – close to the same number of jobs that existed in July 1988 when ATARATIRI was conceived. Many of these jobs do not require high education and skill levels and could, presumably, be filled by ATARATIRI residents positioned at the lower end of the job market.

This Plan proposes that certain areas of ATARATIRI be designated for industrial and commercial activity of an "export" variety (see the next section, "Land Use Districts", for greater detail). Businesses locating in these areas would be dealing primarily with markets outside of ATARATIRI and, therefore, would be more affected by trends in the larger economy. If the development potential of these sites is realized, approximately 1,260 additional permanent jobs may be generated. These jobs will tend to be "higher end",

Discussing job creation

requiring a relatively skilled and educated work force. As described in Section 11, this Plan also provides for home occupations (including artists live/work). The job potential represented by home occupations is not included in the figures used here.

The Neighbourhood Advisory Council feels strongly that ATARATIRI should be a mixed-use neighbourhood with a significant employment base. NAC recommends that Council adopt the 1,500 permanent job target figure contained in Statement 205. This appears to be a reasonable target. Nearly two-thirds of the targeted jobs are relatively certain to occur because of the "captive" demand discussed above. If half of the job potential of the non-residential and mixed-use development parcels is achieved, the target will be exceeded.

It is likely, therefore, that at the end of development, significantly more permanent jobs in a variety of sectors will be located in ATARATIRI than existed prior to land assembly. In addition to this permanent work force, the

amount of temporary work created by demolitions, new infrastructure development and new building construction is estimated to surpass 9000 person-years. This does not include temporary employment associated with environmental clean-up and floodproofing. Construction activity of this magnitude is particularly timely given the current downturn in the industry.

14.2 SMALL BUSINESS

RECOMMENDED POLICY STATEMENTS

206 In order to enhance the amount, range and choice of employment opportunities within the commercial, retail and service job sectors in *ATARATIRI*, Council shall use the land disposition process to encourage the establishment of small, labour intensive businesses in appropriate locations.

207 It is the policy of Council to promote community-based initiatives in *ATARATIRI*, including cooperatives and worker-controlled businesses.

EXPLANATION

Approximately 80% of the businesses in the City of Toronto employ fewer than 10 workers. Most employment growth is associated with small businesses. Having a large number of smaller firms reduces the local economy's dependence on a few large corporations. For some time, the City has recognized these structural realities and has in its policies and actions provided considerable support to the small business sector. The Community Business Centre, Small Business Self-Help Centre, Toronto New Business Development Centre, and fashion industry incubator are all City-initiated projects providing direct assistance to small business. Statements 206 and 207 propose that the City's general support of small business be specifically applied in ATARATIRI through the land disposition process and any community economic development programs that may be available. Statement 207 makes mention of worker-controlled initiatives. This reflects the sentiments of the Neighbourhood Advisory Council, which on a number of occasions has promoted the idea of local control and participatory decision-making in ATARATIRI.

Opportunities for small business

While small, community-based businesses warrant City support, this should not preclude the possibility of a few larger enterprises locating within ATARATIRI. It is likely, for example, that some of the industrial/commercial firms involved in export activities will tend to be more substantial in size.

14.3 EMPLOYMENT ENHANCEMENT

RECOMMENDED POLICY STATEMENTS

208 It is the policy of Council to develop an Employment Enhancement Strategic Plan for *ATARATIRI* aimed at serving residents in the *ATARATIRI* area who are unemployed and underemployed. The Employment Enhancement Strategic Plan may include, but is not limited to, the following considerations:

- **the coordination of *ATARATIRI*-specific employment support initiatives with other government economic development programs, including those already sponsored or funded by the City;**
- **the integration of employment enhancement programs in *ATARATIRI* with the provision of other *community services and facilities*, as described in Section 12 of this Plan;**
- **the possible role of a community development corporation; and**
- **the possible role of the City and other governments in directly contributing to local economic development through mechanisms such as purchasing policies, staff training programs and staff recruitment.**

209 In developing and implementing an Employment Enhancement Strategic Plan for *ATARATIRI*, Council shall advocate with other governments and agencies for funds and services to establish employment support programs that may include, but are not limited to, business counselling, employment training and loan assistance for *ATARATIRI* residents who require assistance to participate fully and equally in the job market.

EXPLANATION

The "ATARATIRI Study of Community and Social Services" (Peat Marwick Stevenson & Kellogg, August 1990) predicts that a number of future ATARATIRI residents may be underemployed or unemployed. This conclusion is based on the fact that a relatively high percentage of social housing residents of working-age are not employed full-time and many are supported by social assistance or retraining grants. The creation of job opportunities within ATARATIRI will not necessarily result in employment for ATARATIRI residents, especially if they are not suitably trained and prepared. This has been an area of concern for the Neighbourhood Advisory council. NAC members feel that underemployment among youth, in particular, may lead to alienation and unrest.

Statements 208 and 209 recommend that the City anticipate the employment needs of future ATARATIRI residents and take a pro-active role in developing ways to improve their employability. These statements recognize the complex nature of community economic development, the myriad of actors involved, and the need to develop a specific approach that takes full advantage of any opportunities that are available to meet the needs of ATARATIRI residents. A strategic plan must be developed that assumes a comprehensive view of existing and planned services, external programs, and various funding sources.

One possible mechanism for pulling together the necessary resources and focusing them on the target population is a community development corporation (CDC). The "ATARATIRI Community Development Corporation Pre-Feasibility Study" (The Community Business Centre, August 1991) surveys the CDC experience in Canada and considers different CDC models for the ATARATIRI situation. The study concluds that a CDC with labour force development as its primary objective shows the most promise. This type of CDC would deliver programs dealing with job search counselling, employment skill training and technical assistance for self employment. The CDC would aim to be self-financing through service contracts and grants from government, foundations and private business. These ideas bear further examination.

FURTHER ACTION

The Commissioner of Housing in consultation with the Commissioner of Planning and Development should report further on an Employment Enhancement Strategic Plan for ATARATIRI, including possible funding sources.

SECTION 15
LAND USE DISTRICTS

15.1 OVERVIEW

Previous sections recommend appropriate land uses and activities for ATARATIRI and prescribe certain built form and open space relationships. This section synthesize the foregoing discussions by proposing a number of different land use districts: residence areas; community service areas; a mixed commercial-residential area; general use areas; restricted industrial areas; and local parks. These are demarcated on Figure 30.

Each land use district is described in turn. First, the general character of the district is described, followed by a listing of the land uses to be permitted. Then the physical form of the district is described. Figure 17 (discussed in Section 6) shows the proposed massing and built form for ATARATIRI, which is reflected in the "physical form" discussions for each district.

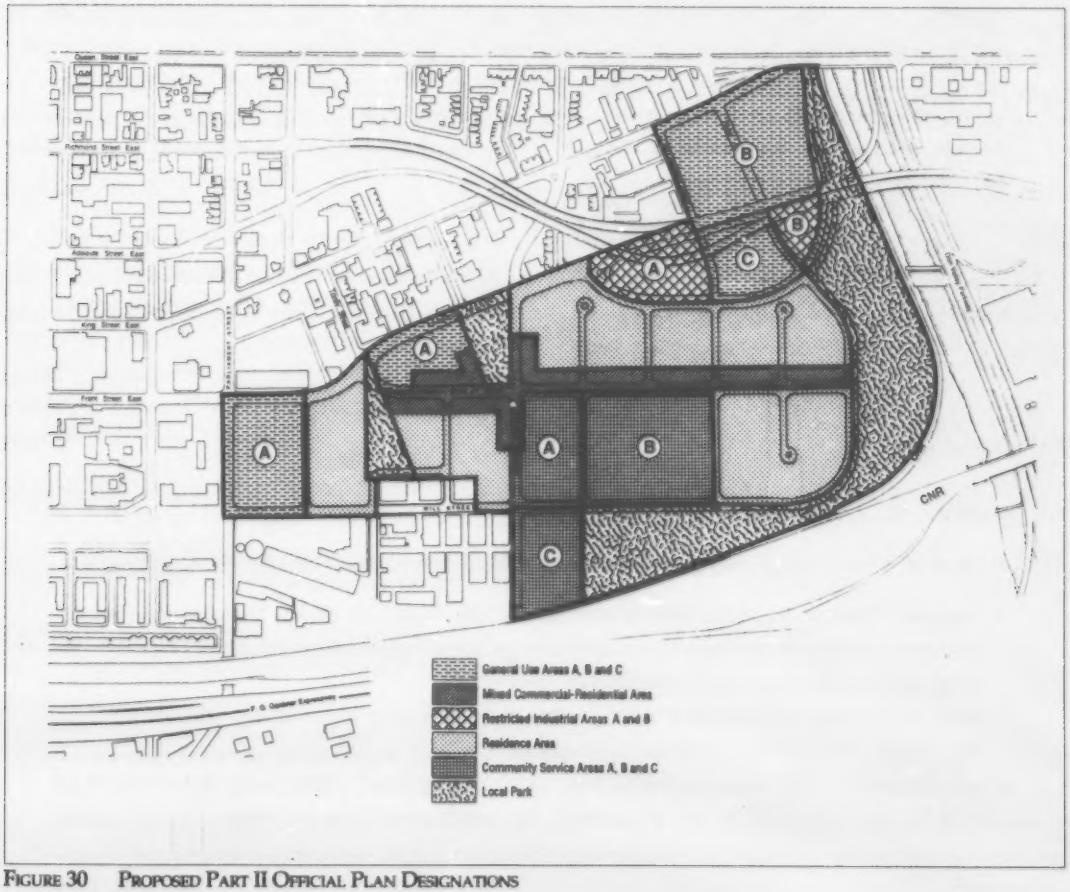


FIGURE 30 PROPOSED PART II OFFICIAL PLAN DESIGNATIONS

Sections 16 and 17 describe the land use controls and approval process that will secure the pattern of uses and general building forms recommended in this section and shown in Figures 30 and 17.

RECOMMENDED POLICY STATEMENT

210 The boundaries of the *Residence Areas, Community Service Areas, Mixed Commercial-Residential Areas, General Use Areas, Restricted Industrial Areas,* and *Local Parks* as set out on Figure 30 are approximate. Provided that the intent of this Plan is maintained, minor adjustments to such boundaries shall be permitted and shall not require amendment to this Plan.

15.2 RESIDENCE AREAS

15.2.1 GENERAL CHARACTER

RECOMMENDED POLICY STATEMENT

211 *Residence Areas* shall be regarded as stable, pleasant and attractive living environments for a broad mix of household types. They shall constitute the primary locations within *ATARATIRI* for *housing suitable for families with children.* Council shall take such measures as it considers desirable and appropriate to ensure that *residence areas* are provided with amenities adequate for the needs of families with children, including appropriate *community services and facilities* and a sufficient amount of publicly accessible open space. Council shall ensure that amenities and services are also provided to meet the needs of non-family households.

EXPLANATION

Residence areas in ATARATIRI will be like other residential neighbourhoods in the city. They will be located at the core of the site, where environmental conditions for families with children are best and where there is convenient access to community services and facilities.

15.2.2 PERMITTED USES

RECOMMENDED POLICY STATEMENT

212 In *residence areas,* Council may permit land to be used for one or more of the following purposes:

- **residential uses, which, in addition to housing, includes those uses usually found in residential neighbourhoods such as playgrounds, child care facilities, community centres, health services and religious institutions, as well as art galleries and studios;**
- **home occupations, provided that such activities are of an appropriate scale and nature to be compatible with a stable residential environment; and**
- **retail stores, restaurants and service shops of a convenience nature, to the extent that such uses are desirable and compatible in and incidental to the areas in which they are located.**

EXPLANATION

Most of the permitted uses identified in Statement 212 are typically associated with residential neighbourhoods. Home occupations are not normally sanctioned by the City's Official Plan or Zoning By-law, but are included here, as recommended in Section 11 ("Industrial, Commercial and Institutional Uses").

15.2.3 PHYSICAL FORM

RECOMMENDED POLICY STATEMENTS

213 Council shall pass by-laws and use its powers of regulation and review under the Planning Act to require a compact building form in *residence areas* that generally minimizes the separation between the front of a building and adjacent public streets and open space, and maximizes the amount of courtyard space located in the interior of a block.

214 Council shall pass by-laws limiting buildings in *residence areas* to heights that are in keeping with the policies contained in Section 6 of this Plan. For buildings fronting on local streets, street wall heights should not exceed approximately 5 storeys. For buildings fronting on collector streets and regional streets, street wall heights should not exceed approximately 8 storeys. For buildings adjacent to public parks or school playgrounds, building heights should not exceed approximately 8 storeys, provided there is due regard for any shadow impacts. Buildings may extend above the recommended street wall heights if the upper portions are appropriately set back to ensure adequate sunlight penetration to adjacent public streets and publicly accessible open space. Taller building elements may be developed at corner or landmark locations, consistent with the policies of Section 6 of this Plan.

EXPLANATION

Residence areas will be the least intensively developed portions of the site. Statement 213 recommends the ATARATIRI building archetype discussed in Section 6 ("Physical Form"). Given its compact form and the need to allow sun penetration, the maximum heights stipulated in Statement 214 are generally lower than proposed elsewhere.

Controlled building heights

15.3 COMMUNITY SERVICE AREAS

15.3.1 GENERAL CHARACTER

RECOMMENDED POLICY STATEMENT

215 *Community Service Areas* shall be regarded as the foci within *ATARATIRI* of major community facilities, including elementary schools and municipal community/recreation facilities. They shall be centrally located to serve all of *ATARATIRI*. Council shall take such measures as it considers desirable and appropriate to ensure that the *community service areas* are accessible and attractive to a broad mix of residents and workers in *ATARATIRI*.

EXPLANATION

In Section 12 ("Community Services and Facilities"), a distinction was made between localized facilities and those serving all of ATARATIRI. Because of the need to be accessible to everyone in ATARATIRI, this latter group of community services should be centrally located within the recommended community service areas.

15.3.2 PERMITTED USES

RECOMMENDED POLICY STATEMENTS

216 In *Community Service Area A*, Council may permit land to be used for one or more of the following purposes:

- ***community services and facilities* such as parks, playgrounds, child care facilities, community/ recreation centres, health services, religious institutions, libraries, art galleries and studios;**
- **residential uses, including home occupations; and**
- **retail stores, restaurants and service shops of a convenience nature, to the extent that such uses are desirable and compatible in and incidental to the areas in which they are located.**

217 In *Community Service Area B*, Council may permit land to be used for one or more of the following purposes:

- **elementary schools;**
- **other *community services and facilities* such as parks, playgrounds, child care facilities, community/ recreation centres, health services, religious institutions, libraries, art galleries and studios;**
- **residential uses, including home occupations; and**
- **retail stores, restaurants and service shops of a convenience nature, to the extent that such uses are desirable and compatible in and incidental to the areas in which they are located.**

218 In *Community Service Area C*, Council may permit land to be used for one or more of the following purposes:

- ***community services and facilities* such as parks, playgrounds, child care facilities, community/ recreation centres, health services, religious institutions, libraries, art galleries and studios;**
- **institutional uses, including educational or training facilities for visual, performing or applied arts; craft schools; vocational and technical institutions; and emergency services such as ambulance, fire and police services; and**
- **retail stores, restaurants and service shops of a convenience nature, to the extent that such uses are desirable and compatible in and incidental to the areas in which they are located.**

EXPLANATION

The main focus of community services and facilities in Community Service Area A will be the heritage community centre proposed for 409 Front Street East. The balance of the block will likely be housing.

Community Service Area B includes the elementary school sites described in Section 12. It is also possible that public recreation facilities such as a gymnasium and pool may be located on this block in conjunction with the schools. Housing is likely to be built on the northern end of the block, away from the proposed school buildings on Mill Street.

CommunityService Area C may contain public recreation facilities that are associated with the adjacent South Park, immediately to the east; or institutional uses, perhaps benefiting from the Gooderham and Worts heritage site on the other side of Cherry Street. For environmental reasons, housing is not recommended at this location.

15.3.3 PHYSICAL FORM

RECOMMENDED POLICY STATEMENTS

219 Council shall pass by-laws and use its powers of regulation and review under the Planning Act to require new buildings in *Community Service Area A* to respect the architecture and history of the heritage building at 409 Front Street East. Buildings fronting on Cherry and Mill Streets should have a reasonably consistent setback that minimizes the separation from the public street allowance.

220 Council shall pass by-laws limiting buildings in *Community Service Area A* to heights that are in keeping with the policies contained in Section 6 of this Plan. Building heights should not exceed approximately 10 storeys.

221 Council shall pass by-laws and use its powers of regulation and review under the Planning Act to require buildings in *Community Service Area B* that front on Front Street East to have a reasonably consistent setback that minimizes the separation from the public street allowance. Playgrounds associated with elementary schools should be sited and designed to be accessible to adjacent residential uses.

222 Council shall pass by-laws limiting buildings in *Community Service Area B* to heights that are in keeping with the policies contained in Section 6 of this Plan. For buildings fronting on Front Street East, street wall heights should not exceed approximately 7 storeys. Buildings may extend above the recommended street wall height if the upper portions are appropriately set back to ensure adequate sunlight penetration to adjacent public streets and publicly accessible open space. Taller building elements may be developed at corner locations, consistent with the policies of Section 6 of this Plan.

223 Council shall pass by-laws and use its powers of regulation and review under the Planning Act to require buildings in *Community Service Area C* that front on Cherry Street to have a reasonably consistent setback that minimizes the separation from the public street allowance.

224 Council shall pass by-laws limiting buildings in *Community Service Area C* to heights that are in keeping with the policies contained in Section 6 of this Plan. Building heights should not exceed approximately 5 storeys.

EXPLANATION

The physical form proposals contained in Statements 219 through 224 describe well-defined street walls of an appropriate height relative to adjacent uses. Special provisions are made to recognize the architectural and historical significance of the proposed heritage community centre at 409 Front Street East, and the desire to have the school playgrounds located where they are accessible to the general community.

15.4 MIXED COMMERCIAL-RESIDENTIAL AREAS

15.4.1 GENERAL CHARACTER

RECOMMENDED POLICY STATEMENT

225 *Mixed Commercial-Residential Areas* shall be regarded as predominantly residential areas with a diverse mix of *street-related retail and service uses* located at grade. They shall contain a balance of *housing suitable for families with children* and housing suitable for other households. They shall constitute the major focus of local shopping in *ATARATIRI*. Council shall take such measures as it considers desirable and appropriate to ensure that the *mixed commercial-residential areas* are lively and vibrant places to live, shop and visit.

EXPLANATION

As previously discussed in Section 10 ("Retail Services"), the mixed commercial-residential area in ATARATIRI will be a "traditional shopping street". It will include most of Front Street East, as well as extend a short distance north and south of the Cherry/Front intersection.

15.4.2 PERMITTED USES

RECOMMENDED POLICY STATEMENT

226 In *mixed commercial-residential areas*, Council may permit land to be used for one or more of the following purposes:

- **grade-related commercial uses including retail stores, offices, restaurants, service shops, small workshops and studios, and places for amusement and entertainment;**
- ***community services and facilities*; and**
- **residential uses, including home occupations.**

EXPLANATION

The uses proposed for the mixed commercial and residential areas are those found along most retail strips – essentially housing above shops and services.

15.4.3 PHYSICAL FORM

RECOMMENDED POLICY STATEMENTS

227 Council shall pass by-laws and use its powers of regulation and review under the Planning Act to require buildings in *mixed commercial-residential areas* that front on Front Street East and Cherry Street to have a reasonably consistent setback that minimizes the separation from the public street allowance. The ground floor of buildings in *mixed commercial-residential areas* should be designed to animate the public street on which the buildings front and should be directly accessible from the street.

228 **Council shall pass by-laws limiting buildings in *mixed commercial-residential areas* to heights that are in keeping with the policies contained in Section 6 of this Plan. For buildings fronting on Front Street East, street wall heights should not exceed approximately 7 storeys. Buildings may extend above the recommended street wall heights if the upper portions are appropriately set back to ensure adequate sunlight penetration to adjacent public streets and publicly accessible open space. Taller building elements may be developed at corner or landmark locations, consistent with the policies of Section 6 of this Plan.**

EXPLANATION

A strong, consistent street wall is an important feature of retail strips and is recommended for the mixed commercial-residential areas in ATARATIRI. Building heights along Front Street can be greater than those proposed for local streets in residence areas because of a wider boulevard and a difference in the desired ambience.

15.5 GENERAL USE AREAS

15.5.1 GENERAL CHARACTER

RECOMMENDED POLICY STATEMENT

229 ***General Use Areas* shall be regarded as areas containing a mix of a wide range of commercial, institutional and residential uses, as well as light industrial uses that are environmentally compatible with adjacent and neighbouring uses. Housing in *general use areas* shall be suitable for a mix of household types and shall include some *housing suitable for families with children* in appropriate locations provided that amenities adequate for the needs of families with children are available. Council shall employ its powers of regulation and review to ensure the mutual compatibility of uses in *general use areas*.**

***General use areas* shall be generally located on perimeter blocks in *ATARATIRI* and serve a transition function between non-residential and mixed-use districts outside of *ATARATIRI* and districts within *ATARATIRI* that are predominantly residential in character. *General use areas* shall also serve as buffers in locations adjacent to high traffic volume regional roads.**

EXPLANATION

Relative to residence areas and mixed commercial-residential areas, general use areas are likely to assume more of a non-residential flavour. While housing may be appropriate in most locations within general use areas, care will have to be taken to ensure adjacent uses are compatible and the necessary public amenities and services are available.

15.5.2 PERMITTED USES

RECOMMENDED POLICY STATEMENTS

230 **In *General Use Areas A and C* Council may permit land to be used for one or more of the following purposes:**

- **light industrial uses, including small-scale production and activities related to communications and design, provided that such uses are environmentally compatible with adjacent and neighbouring uses;**

- **office uses, provided that the amount of gross floor area occupied by office uses in any mixed-use or non-residential building is less than 50% of the total amount of gross floor area of the mixed-use or non-residential building;**
- **institutional uses, including educational or training facilities for visual, performing or applied arts; craft schools; vocational and technical institutions; and emergency services such as ambulance, fire and police services; and**
- **residential uses, including home occupations.**

231 In *General Use Area B* Council may permit land to be used for one or more of the following purposes:

- ***street-related retail and service uses*, provided such uses have a frontage on, and, are directly accessible from King Street East;**
- **light industrial uses, including small-scale production and activities related to communications and design, provided that such uses are environmentally compatible with adjacent and neighbouring uses;**
- **office uses, provided that the amount of gross floor area occupied by office uses in any mixed-use or non-residential building is less than 50% of the total amount of gross floor area of the mixed-use or non-residential building;**
- **institutional uses, including educational or training facilities for visual, performing or applied arts; craft schools; vocational and technical institutions; and emergency services such as ambulance, fire and police services; and**
- **residential uses, including home occupations.**

EXPLANATION

In all general use areas appropriate light industrial, office, institutional and residential uses should be permitted. More detailed zoning controls should ensure the mutual compatibility of these uses. In General Use Area B, which has a frontage on King Street East, grade-related retail uses and community services should also be allowed, consistent with the policy statements in Section 10 ("Retail Services").

15.5.3 PHYSICAL FORM

RECOMMENDED POLICY STATEMENTS

232 Council shall pass by-laws and use its powers of regulation and review under the Planning Act to require buildings in *General Use Areas A and B* to have a reasonably consistent setback that minimizes the separation from the public street allowance.

233 Council shall pass by-laws limiting buildings in *General Use Areas A and B* to heights that are in keeping with the policies contained in Section 6 of this Plan. Street wall heights should not exceed approximately 8 storeys. Buildings may extend above the recommended street wall heights if the upper portions are appropriately set back to ensure adequate sunlight penetration to adjacent public streets and publicly accessible open space. Taller building elements may be developed at corner or landmark locations, consistent with the policies of Section 6 of this Plan.

234 Council shall pass by-laws limiting buildings in *General Use Area C* to heights that are in keeping with the policies contained in Section 6 of this Plan. Building heights should not exceed approximately 15 storeys.

EXPLANATION

The overall scale of development in general use areas is greater than in residence areas because of the different development context. The recommended General Use Areas border on wide, well-travelled streets and are mostly adjacent to non-residential development. In general use area B, a strong building wall should be constructed along the King Street frontage to better define the open expanse of the King/Queen intersection.

This site has city-wide as well as local significance and should be treated accordingly (see Figure 14 and the discussion in Section 6). Taller buildings are appropriate for General Use Area C because of its prominent location at the point where re-aligned Bayview Avenue swings westerly towards the downtown. Backing on to the expressway ramps, larger structures here will not impact negatively on nearby uses.

15.6 RESTRICTED INDUSTRIAL AREAS

15.6.1 GENERAL CHARACTER

RECOMMENDED POLICY STATEMENT

235 *Restricted Industrial Areas* shall be regarded as stable areas containing a range of industries that are environmentally compatible with adjacent residential and mixed-use areas. They shall serve as areas of intensive industrial use attracting those firms which benefit from the area's proximity to the Central Core and excellent access to the City's arterial road and transit networks. *Restricted industrial areas* shall act as buffers between major transportation corridors (rail and regional roads) and districts within *ATARATIRI* that are predominantly residential in character.

EXPLANATION

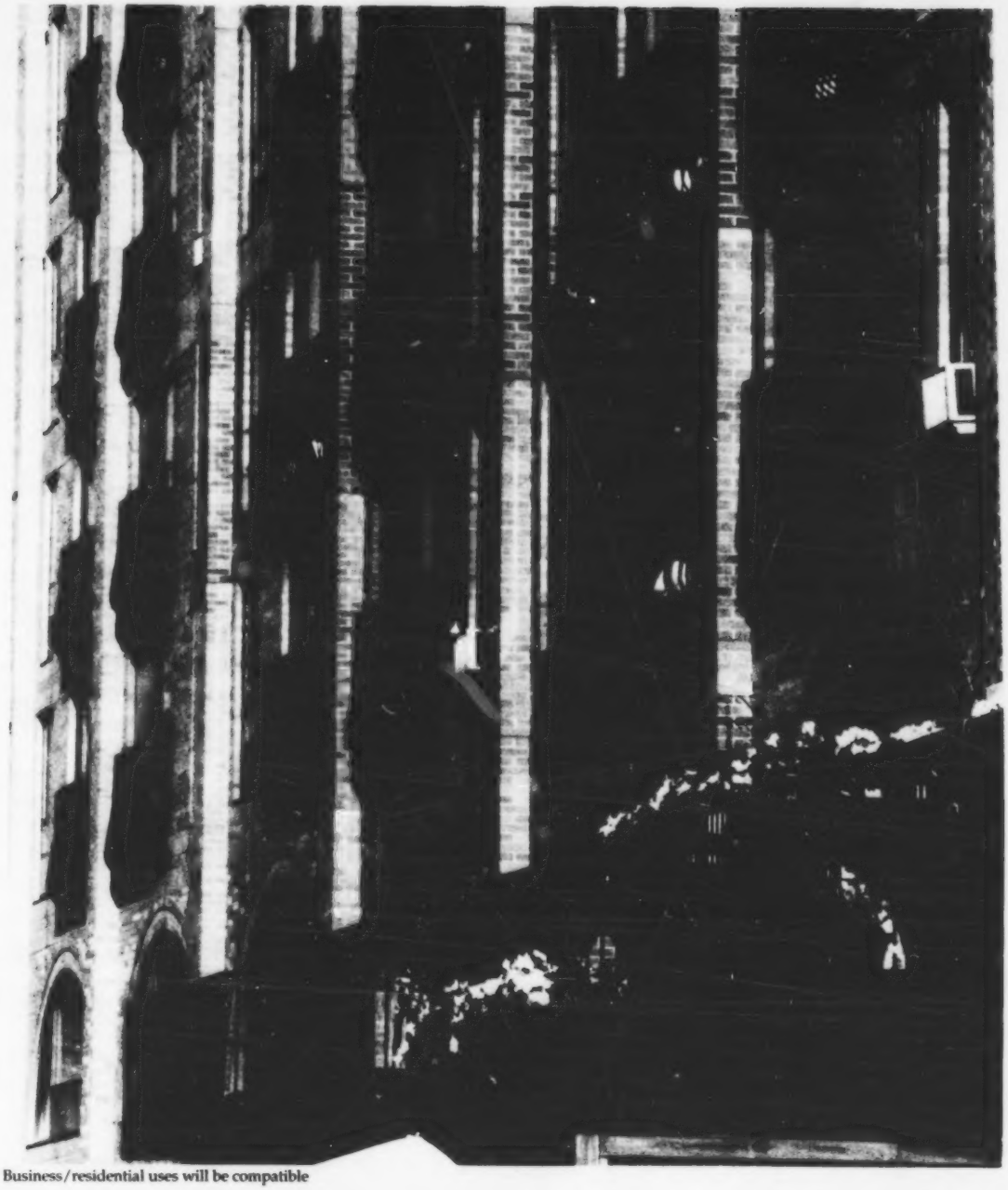
The discussion of land use districts in this section has generally proceeded from districts that contain mostly housing (residence areas) through districts that include successively more non-residential activity. Restricted industrial areas represent the other end of the scale and are distinctly non-residential.

15.6.2 PERMITTED USES

RECOMMENDED POLICY STATEMENT

236 In *restricted industrial areas*, Council may permit land to be used for one or more of the following purposes:

- **industrial uses, provided that such uses have a minimal environmental impact on neighbouring buildings or uses; and**
- **institutional uses, including educational or training facilities for visual, performing or applied arts; craft schools; vocational and technical institutions; and emergency services such as ambulance, fire and police services.**



Business/residential uses will be compatible

EXPLANATION

Because of their location, configuration and more liberal industrial use permissions, restricted industrial areas will not contain housing. These areas will be reserved for the "export" businesses and general institutions discussed in Section 11 ("Industrial, Commercial and Institutional Uses").

15.6.3 PHYSICAL FORM

RECOMMENDED POLICY STATEMENTS

237 Council shall pass by-laws and use its powers of regulation and review under the Planning Act to require buildings in *restricted industrial areas* to have a reasonably consistent setback that minimizes the separation from the public street allowance.

238 Council shall pass by-laws limiting buildings in *Restricted Industrial Area A* to heights that are in keeping with the policies contained in Section 6 of this Plan. Building heights should not exceed approximately 6 storeys. Taller building elements may be developed at corner or landmark locations, consistent with the policies of Section 6 of this Plan.

239 Council shall pass by-laws limiting buildings in *Restricted Industrial Area B* to heights that are in keeping with the policies contained in Section 6 of this Plan. Building heights should not exceed approximately 3 storeys.

EXPLANATION

The six storey height maximum recommended for Restricted Industrial Area A will actually be roughly equivalent to the eight storey height limits proposed for the facing blocks because of the greater floor-to-ceiling heights in non-residential buildings. A much lower height limit is recommended for Restricted Industrial Area B due to its strategic location north and east of the proposed River Street/Bayview Avenue intersection. From this point northward, the proposed East Park becomes more constricted. The Task Force to Bring Back the Don advised staff that tall buildings closer to the river valley may interrupt migratory bird flight patterns (see Section 2.4). To avoid injuries and death to birds, shorter buildings should be considered in this location. A lower profile here will also allow better views of the valley from adjacent blocks to the north and west, which may contain housing.

BLOCKS

SECTION 16
DEVELOPMENT CONTROLS

16.1 OVERVIEW

The introductory section of this Plan explains the overall approval process for ATARATIRI and the need to deal with three parallel, but related, approval streams: environmental remediation; new land use designations; and flood protection. Subsequent sections recommend policies to ensure that ATARATIRI achieves Council-approved goals of what constitutes a healthy, balanced community. The means of codifying and implementing these policies is the subject of this and the following section. This section discusses four planning mechanisms sanctioned by the Planning Act: the Official Plan; plan of subdivision; zoning by-law; and site plan control. Section 17 recommends how these different development controls can be logically sequenced to provide for the orderly development of ATARATIRI. Although the specific types of controls are discussed separately here, their application during the approval process will happen together in a complementary fashion.

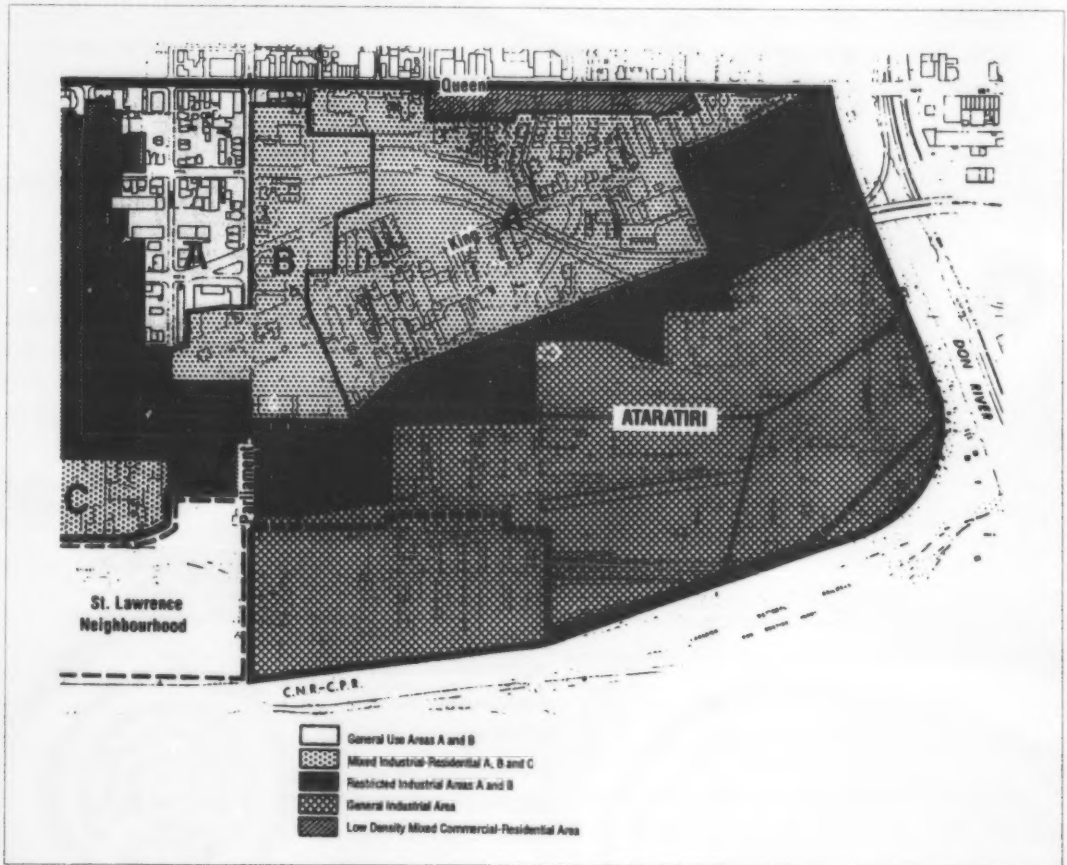


FIGURE 31 EXISTING OFFICIAL PLAN DESIGNATIONS

16.2 OFFICIAL PLAN

The current Official Plan designates all of ATARATIRI for industrial use (see Figure 31). As discussed in Section 1, this Part II Plan will amend the existing policies to permit ATARATIRI to be redeveloped as a mixed-use neighbourhood. The Part II Plan will also give the City authority to establish a number of more detailed controls over the development of ATARATIRI. It can be viewed as an overall planning framework that will dovetail with other specific regulatory mechanisms. The detailed regulations are necessary to implement Council's policies regarding ATARATIRI; this Plan states those policies and forms the context and rationale for their implementation.

Consistent with other Part II plans, the ATARATIRI Plan should establish both targets for and limits to development. The housing goals contained in Section 9 are examples of the former and the height limits described in Section 15 illustrate the latter.

16.2.1 MAXIMUM PERMITTED DENSITY

RECOMMENDED POLICY STATEMENT

240 Council may pass by-laws to permit the use of land or the erection of buildings or structures on the *Development Blocks* shown on Figure 34 for the purposes prescribed in Section 15 of this Plan provided the gross floor area of all buildings and structures erected or used on each such *Development Block* does not exceed the maximum gross floor area set out below:

Development Block	Maximum Gross Floor Area
N1	45,000 square metres
N2	29,000 square metres
N3	22,000 square metres
N4	31,000 square metres
N5	3,000 square metres
W1	45,000 square metres
W3	53,000 square metres
W4	34,000 square metres
W5	54,000 square metres
W7	28,000 square metres
W8	46,000 square metres
W9	50,000 square metres
E1	35,000 square metres
E2	35,000 square metres
E3	35,000 square metres
E4	44,000 square metres
E6	43,000 square metres
E7	55,000 square metres
E8	44,000 square metres
E9	14,000 square metres

EXPLANATION

This policy statement establishes the upper density limits for each development block in ATARATIRI and complements the heights specified in Section 15. Together, density and height controls will objectively define the maximum size and "bulk" of buildings in ATARATIRI. In most Part II plans, density is expressed in terms of "floor space indices" (fsi), which relate a building's gross floor area (gfa) to the area of the lot on which it is situated. For practical reasons, described in the following subsection on zoning controls, the ATARATIRI Part II Plan will simply refer to absolute gfa figures for an entire development block without relating these directly to individual building lots.

The current definition of "gross floor area" exempts certain types of space within a building. The density figures contained in Statement 240 are based on urban design studies that include all of the buildings' above-grade interior space in the gfa calculation. The definition of "gross floor area" for ATARATIRI should be consistent with this method of calculation.

FURTHER ACTION

The Commissioner of Planning and Development should report on a definition of "gross floor area" to be included in the Final Recommendations report and zoning by-law for ATARATIRI.

16.3 PLAN OF SUBDIVISION

The Planning Act requires that major tracts of land proposed for development be the subject of a subdivision plan. Section 50 of the Planning Act outlines the requirements of, and process for, subdivision approval to ensure that development will be orderly, with appropriate services in place. Municipally-owned land does not require a subdivision plan. It would be possible, therefore, for the City to lay out the roads and physical services within ATARATIRI and to sell or lease lots without having a subdivision plan approved and registered.

Working model of ATARATIRI

RECOMMENDED POLICY STATEMENT

241 It is the policy of Council that ATARATIRI shall be the subject of a plan of subdivision as defined by Section 50 of the Planning Act. No development shall occur within *ATARATIRI* until a plan of subdivision covering all of the *ATARATIRI* lands has been approved.

EXPLANATION

There are two main reasons for developing ATARATIRI through a subdivision approval process. First, Section 50 of the Planning Act allows municipalities to impose a number of conditions on development which may not otherwise be easily secured. Foremost in the case of ATARATIRI, the City can require various environmental and flood protection remedial works to be studied and implemented before or during construction. The

Environmental Assessment Act Exemption Order for ATARATIRI makes a number of such requirements in this respect.

Second, Section 50 of the Planning Act provides legal authority for municipalities to enter into agreements with land owners that are registerable on title and binding on all successive owners. These agreements may cover a broad range of development issues related to building design and construction. Having these requirements specified in an agreement that is registered on title means that they will continue to apply to future developers if and when the City sells various parcels within ATARATIRI.

In Section 17 ("Sequencing of Approvals"), there are recommendations as to the requirements that the City should request as conditions to subdivision approval for ATARATIRI. An application for a plan of subdivision is made with the Municipality of Metropolitan Toronto and approving authority is usually delegated to the Metro Commissioner of Planning.

FURTHER ACTION

The Commissioner of Planning and Development, in consultation with the Commissioner of Housing, the City Solicitor and other appropriate City officials, should prepare an application for a plan of subdivision for ATARATIRI for approval by City Council before submission to the Municipality of Metropolitan Toronto.

16.4 ZONING BY-LAW

The current zoning for ATARATIRI permits only industrial activities (see Figure 32). Maximum allowable densities are fairly generous (five and seven times the lot coverage) and building height limits apply only to the northern border of the site. Previous sections of this Plan recommend new land use designations and much more detailed controls on siting and built form. The zoning for ATARATIRI should be amended to incorporate these provisions.

A Zoning By-Law amendment for ATARATIRI could proceed by two alternative processes. The most common route would be to amend the City of Toronto Zoning By-Law 438-86 (as amended) section by section to delete inappropriate controls and introduce new ones. Another approach would be to exempt ATARATIRI altogether from By-Law 438-86 and pass in its place a complete "stand alone" zoning by-law specifically designed for ATARATIRI.

RECOMMENDED POLICY STATEMENT

242 It is the policy of Council to pass by-laws to amend By-Law 438-86, as amended, so that none of the provisions of By-Law 438-86, as amended, shall apply to the lands contained in *ATARATIRI*, as shown on Figure 3. Council shall use its authority under Sections 34 and 35 of the Planning Act to pass by-laws to regulate the use of land and the erection, use, bulk, height, spacing of and other matters relating to buildings and structures in *ATARATIRI* and to prohibit certain uses of land and the erection and use of certain buildings and structures in various areas of *ATARATIRI*.

EXPLANATION

The character of development in ATARATIRI proposed in this Plan is relatively unique for Toronto. The physical form being recommended emphasizes connected perimeter block buildings with interior courtyards. Although a block may contain a number of individual buildings, many services and amenities are to be shared among all of the buildings on a block. It would be inefficient and impractical to require each building to have its own discrete parking garage (with separate entrances and exits), individual loading areas,

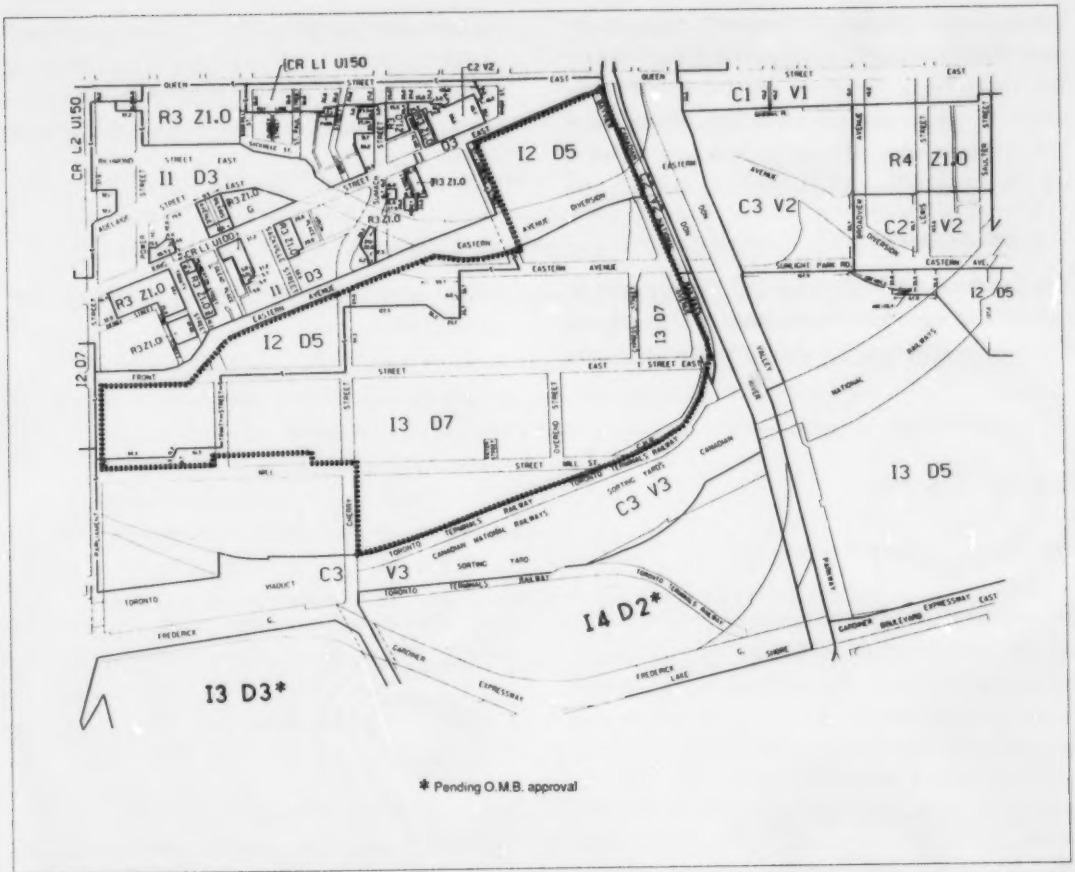


FIGURE 32 EXISTING ZONING DESIGNATIONS

and distinct area of open space. Yet, this is the usual arrangement found in traditional Toronto neighbourhoods because they have been developed incrementally over time by a number of independent builders; typically, each property has its own front yard and back yard and its own parking and servicing facilities.

The requirements and regulations of the City's Zoning By-law reflect the historic pattern of development. Density controls, for example, are commonly expressed in terms of the ratio of gross floor area to lot area. In ATARATIRI, buildings will not be assigned to distinct lots; rather, they will be co-located on a common block. This form of development would require virtually all of the City's general land use controls to be amended. Moreover, any general zoning amendments in the future would of necessity apply to ATARATIRI, regardless of their relevance. For the sake of clarity, and to ensure that the land use controls for ATARATIRI continue to be appropriate as development proceeds, ATARATIRI should be the subject of its own specific zoning by-law that does not rely on the application of the City's general by-law.

The zoning by-law for ATARATIRI should be based on the development block, not the individual building lot. Some servicing requirements and amenity standards will apply to the whole development block, while others will apply to the buildings within the block. Density limits should be stipulated in terms of the maximum permitted gross floor area for all of the buildings on a block.

Section 35 of the Planning Act permits municipalities to use a "holding symbol" in conjunction with the zoning that is passed under Section 34. The effect of the holding symbol is to prevent the underlying zoning from coming into effect until certain provisions specified in the Official Plan are met. The Environmental Assessment Act Exemption Order for ATARATIRI stipulates that all of ATARATIRI be subject to the holding provisions of Section 35. As this is being required to ensure the appropriate sequencing of approvals, it will be dealt with in Section 17.

FURTHER ACTION

The Commissioner of Planning and Development, in consultation with the Commissioner of Housing, the City Solicitor and other appropriate City officials, should prepare recommendations for a draft zoning by-law for ATARATIRI.

16.5 SITE PLAN CONTROL

16.5.1 DESIGNATION UNDER SECTION 40

Many of the details of site planning and building design can not be adequately addressed through zoning regulations. Most new developments in the City that require amendments to the zoning by-law are also required to undergo development review in order to deal with issues such as massing, access, relationship to surrounding public space, layout of parking and loading facilities, exterior lighting, landscaping, grading and physical services and utilities.

RECOMMENDED POLICY STATEMENT

243 It is the policy of Council to designate the entirety of *ATARATIRI* as an area of site plan control pursuant to Section 40 of the Planning Act.

EXPLANATION

ATARATIRI currently is not part of a site plan control area and, therefore, would not normally be subject to development review. By designating it an area of site plan control, all major developments within ATARATIRI will be required to undergo development review. The design of each project will have to meet the requirements set out in this Plan, and a condition of approval will be the entering into of a development agreement to secure, among other things, that the project be constructed substantially in accordance with submitted plans.

FURTHER ACTION

The City Solicitor should draft the necessary legislation to designate ATARATIRI as an area of site plan control.

16.5.2 DEVELOPMENT PLAN REQUIREMENTS

With most large scale redevelopment proposals in the city, the Planning and Development Department has recommended a set of guidelines to be applied to individual projects through development review. The purpose of the guidelines is to clarify, for both potential developers and the public-at-large, the site plan and

urban design objectives that should be reflected in each development application. The guidelines typically take the form of a drawing or plan that is approved by Council prior to the beginning of development.

RECOMMENDED POLICY STATEMENTS

244 It is the policy of Council to prepare and approve a *Development Plan* for *ATARATIRI* to guide the review and approval of Section 40 development review applications. Council shall not approve the amendments to the Zoning By-Law for *ATARATIRI* without having approved the *Development Plan* for *ATARATIRI*.

245 The *Development Plan* for *ATARATIRI* shall include, but not be limited to the following:

- **the location, character and general treatment of publicly accessible open space and private open space;**
- **the location of any arcades, canopies and other weather-protected pedestrian routes;**
- **the general location of parking facilities and service access areas and their respective entrances;**
- **the general location of principal pedestrian entrances;**
- **public pedestrian and bicycle routes;**
- **the general location of public street-related uses;**
- **preferred locations for public art; and**
- **elements of the treatment of the public street allowances including paving, street furnishings, lighting and plantings,**

all of which shall be consistent with the principles, policies and provisions of this Plan.

EXPLANATION

Previous sections of this Plan, particularly Section 6 ("Physical Form"), recommend important design considerations for site and building plans in ATARATIRI. The Development Plan described in Statement 245 graphically illustrates these concepts. The Development Plan is intended to complement the zoning by-law for ATARATIRI and should be approved at the same time.

FURTHER ACTIONS

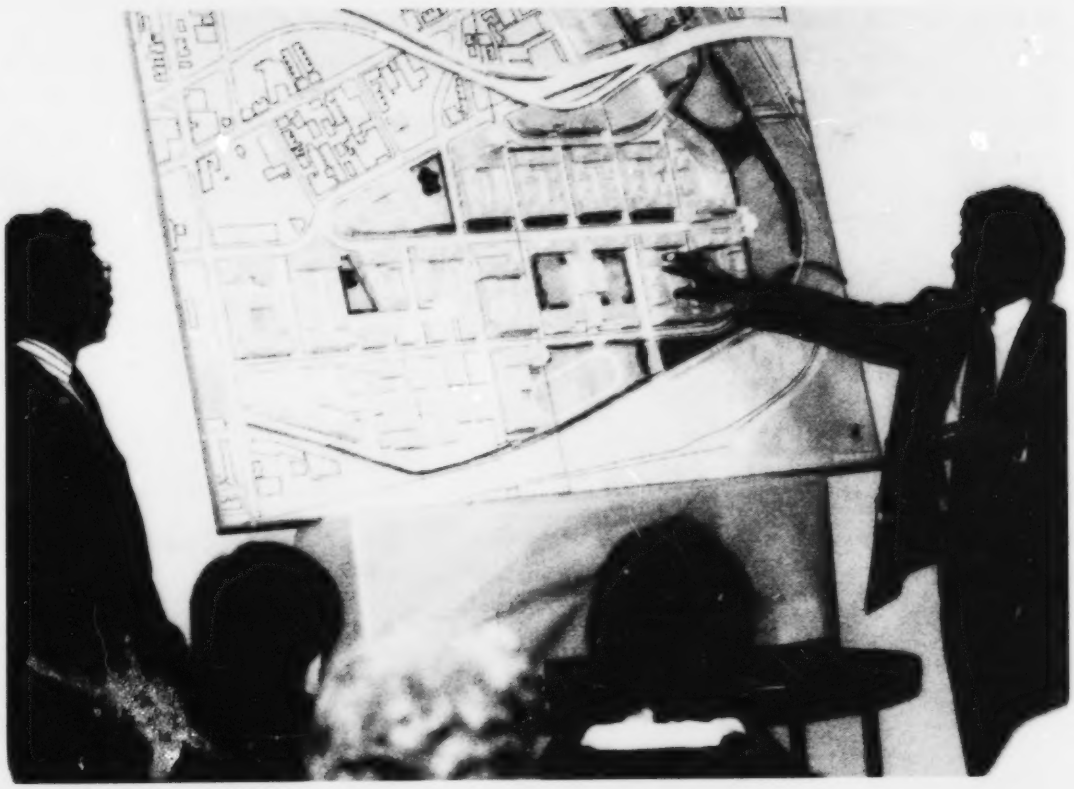
The Commissioner of Planning and Development, in consultation with the Commissioner of Housing and other appropriate City officials, should prepare a development plan for ATARATIRI to be approved by Council together with the ATARATIRI zoning by-law.

16.6 CONDITIONS OF SALE AND LEASE

The land use controls discussed in this section have authority under the Planning Act. As owner of the lands in ATARATIRI, the City is in the rather unique position of being able to impose additional controls through the disposition of parcels for development. As a condition of selling or leasing properties, for example, the City could establish restrictive covenants that bind prospective purchasers or lessees to certain building requirements. Originating in common law, restrictive covenants, depending on their nature, may have temporal limitations (that is, only be in effect for a certain length of time) and may not be binding on successors. For these reasons, this Plan deals only with Planning Act controls over which the City has clear and lasting authority.

A possible street perspective in ATARATIRI

This is not to say, however, that the City should not contemplate using its powers of ownership to control some aspects of future development. This may very well be appropriate, but does not require the sanction of a Part II plan. At the time of implementation, the City may, for example, wish to impose detailed architectural restrictions on certain developments or to specify a certain type of occupancy. An illustration of the former would be if the City sponsored an architectural competition for key properties and wanted to ensure that the developers of those properties complied with the winning building schemes, including fenestration, colour and materials. An example of the latter would be a leasing plan for the retail space in ATARATIRI that ensured a range of shops and services and minimized redundancy among businesses. In both examples, the Planning Act does not provide sufficient authority for the City to impose the cited requirements and conditions.



SECTION 17
SEQUENCING OF APPROVALS

17.1 OVERVIEW

The development approval process for ATARATIRI should incorporate the development controls described in the previous section in a logical sequence that, in the end, satisfies all of the required land use, environmental and flood protection issues identified in this Plan. The optimal approval process will balance a number of potentially conflicting objectives. It should establish certainty as to what type of development is expected for ATARATIRI, yet allow the flexibility to "fine-tune" the plan as implementation proceeds, experience is gained and external conditions evolve. It should ensure that development occurs in reasonably self-contained increments, rather than in a scattered, piecemeal fashion. At the same time, however, the process should provide the latitude to proceed at a pace and order that recognizes uncertainty about future market conditions and changing social needs. The system of approvals must involve public input on an ongoing basis, but in a focused way ensuring the feedback is effective and timely.

This Plan recommends a four stage development approval process. The first stage is approval of the policy statements contained in this Plan, together with a zoning by-law, development plan and plan of subdivision which will apply to the entire ATARATIRI site. The second stage is approval of a sub-area of ATARATIRI (constituting several development blocks) provided that detailed environmental, flooding and community service issues have been addressed. The third stage is centred on the development block and requires that the necessary pre-construction environmental clean-up has been done. The final stage is with the approval of individual development applications, provided that the building design satisfies concerns related to noise, water conservation, energy conservation, waste reduction, automobile minimization, environmental remediation and (where appropriate) floodproofing, and provided that the appropriate agreements are entered into to secure all of the foregoing in actual construction and maintenance. This section is organized to reflect each of these stages. Table 5 provides a summary of the proposed approval sequence.

17.2 SUB-AREAS

17.2.1 DELIMITATION OF SUB-AREAS

RECOMMENDED POLICY STATEMENTS

246 For the purposes of development phasing, Council recognizes the three distinct *Sub-Areas* of *ATARATIRI* shown on Figure 33.

247 Council recognizes that the boundaries of the *Sub-Areas* shown on Figure 33 are approximate. Where the general intent of this Plan is maintained, minor adjustments to such boundaries will not require amendment to this Plan. In particular, the boundaries of a *Sub-Area* may be varied without amendment to this Plan in order to include, where appropriate, the continuation outside of the *Sub-Area* of a public highway, public or private street, pedestrian or bicycle route, or public open space, and the related services located within the *Sub-Area*.

TABLE 5 SUMMARY OF THE ATARATIRI DEVELOPMENT APPROVAL PROCESS

Spatial Unit	Approval Requirements	Approving Authority*	Public Participation
All of ATARATIRI	Official Plan	CC/OMB/MMA	public meetings, referral requests
	Zoning By-law	CC/OMB	public meetings, OMB appeals
	Subdivision Plan	CC/MC/OMB	—
	Development Plan	CC	public meetings
All Sub-Areas	Environmental Plan	MOE	public meetings
	Soil and Groundwater Plan	MOE	public meetings
	Flood Protection Plan	MTRCA	—
	Community Services Strategic Plan	CC	Community Services Council
Sub-Area E	two-thirds under construction	B&I/PWE	—
	Post-Occupancy Survey	CC	survey
Development Block	Environmental Inspection	CC/MOE	public meeting
Individual Developments	Development Review	P&D	—
	Noise Impact	PWE	—
	Energy Conservation	PWE	—
	Material Recovery	PWE	—
	Transportation	PWE	—
	Floodproofing	MTRCA	—
	Environmental Certification	PWE/EPO	—

* *B&I* *Commissioner of Buildings and Inspections*
CC *City Council*
EPO *Environmental Protection Office*
MC *Metro Toronto Council*
MMA *Ministry of Municipal Affairs*
MOE *Ministry of the Environment*
MTRCA *Metro Toronto and Region Conservation Authority*
OMB *Ontario Municipal Board*
P&D *Commissioner of Planning and Development*
PWE *Commissioner of Public Works and the Environment*

EXPLANATION

The sub-areas shown on Figure 33 result from the development opportunities and constraints of the different locations within ATARATIRI. Sub-Areas W and N are immediately adjacent to established neighbourhoods and are connected through existing infrastructure to the rest of the city. Initial development could start in these locations without the immediate need to construct an entirely new network of physical services and utilities. Access to the new communities would be possible from the outset. The development of Sub-Area E, by comparison, relies on the completion of major infrastructure improvements, including the construction of new streets and sewers. Its integration with the rest of the city depends on the prior development of lands to its west or north.

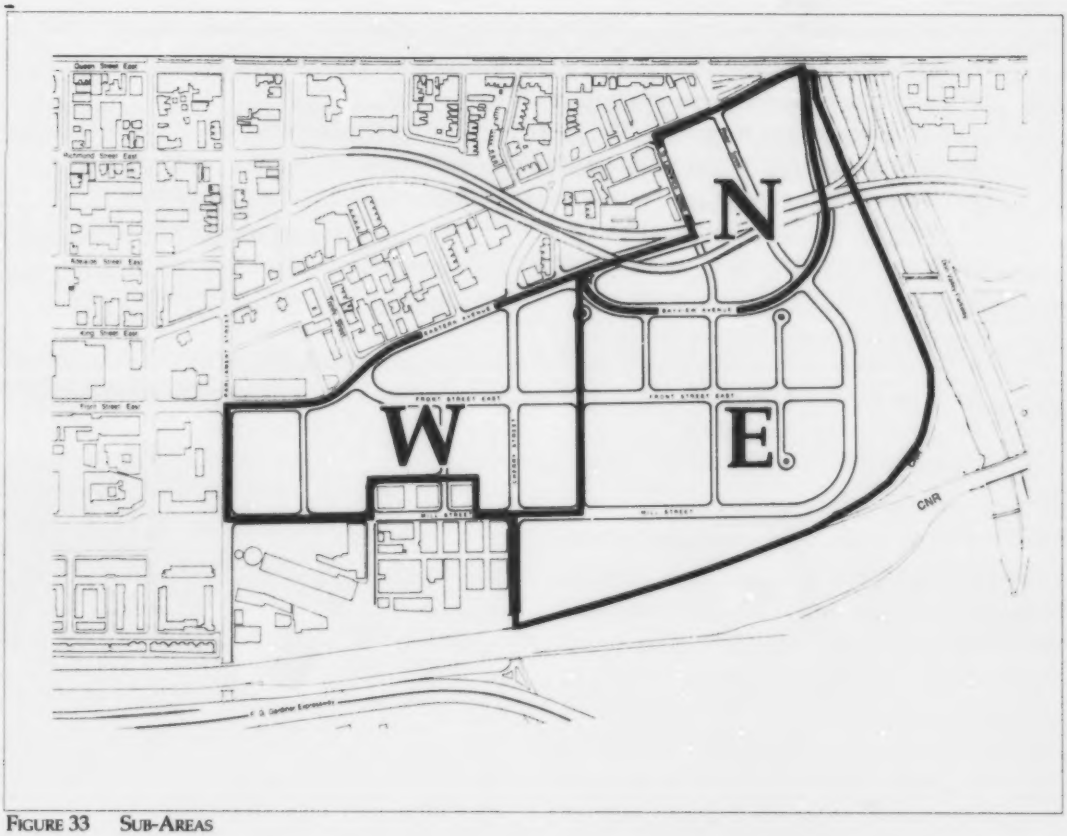


FIGURE 33 SUB-AREAS

The boundary between Sub-Areas N and E is distinctly delimited by an intervening major road. Market conditions influencing development timing will impact on the two sub-areas differently because of the significant non-residential component of sub-area N. The demarcation line between Sub-Areas W and E is less precise. The boundary has been located to reflect what is practical in terms of a reasonably complete first development phase. By including in Sub-Area W the development block containing 409 Front Street East, and everything to its west, the first phase will have a mixture of housing and non-residential uses, be served with shopping facilities, have a possible community/social focus (the renovated heritage building at Front and Cherry) and contain two parks. Development of Sub-Area E is likely to lag because of the large amount of filling required for flood protection, the need for major new roads and the capital budget schedules of the two school boards.

17.2.2 REQUIREMENTS OF SUB-AREA APPROVAL

RECOMMENDED POLICY STATEMENT

248 It is the policy of Council that no development shall be permitted on those *Development Blocks* comprising a *Sub-Area* identified on Figure 33 until the following has occurred:

- **an *Environmental Plan* covering at least the *Sub-Area* under consideration has been prepared, submitted to and approved by the Ministry of the Environment, which then communicate in writing its approval to the Commissioner of Planning and Development;**
- **a *Soil and Groundwater Management Plan* covering at least the *Sub-Area* under consideration has been prepared, submitted to and approved by the Ministry of the Environment, who has then communicated in writing its approval to the Commissioner of Planning and Development;**
- **a *Flood Protection Plan* covering at least the *Sub-Area* under consideration has been prepared, submitted to and approved by the Metropolitan Toronto and Region Conservation Authority, approval of which has then been communicated in writing to the Commissioner of Planning and Development;**
- **a *Community Services and Facilities Strategic Plan* covering at least the *Sub-Area* under consideration has been prepared to the satisfaction of the Commissioner of Planning and Development, and has been approved by City Council,**

all as described in Statements 249 through 252 inclusive.

EXPLANATION

This Plan discusses physical, social and environmental planning issues at a general level for all of ATARATIRI. The implementation at the sub-area level, however, will require more detailed research and planning. The policies of this Plan will guide how the follow-up work is conducted. In this sense, each of the four planning requirements recommended above for sub-area approval are logical extensions of the existing work program. They can be fulfilled independent of each other, but development within a sub-area (excepting remedial works and infrastructure improvements) will not be possible until all are satisfied.

The successful completion of the four planning requirements should be made a condition of draft subdivision plan approval. With final plan approval, they will then become part of the subdivision agreement for ATARATIRI. This will ensure that new construction within a sub-area will not occur without all of the requirements for the sub-area being met. While the Environmental Plan, Soil and Groundwater Management Plan and Flood Protection Plan require the approval of outside agencies, the Community Services and Facilities Strategic Plan only requires the approval of Council.

FURTHER ACTION

City Council should authorize the Commissioner of Planning and Development to inform the Metropolitan Commissioner of Planning, as part of the subdivision approval process for ATARATIRI, that the City consents to the application for ATARATIRI subject to the imposition of the conditions of sub-area phasing identified in Statement 248 above.

17.2.3 ENVIRONMENTAL PLAN

RECOMMENDED POLICY STATEMENT

249 A *Sub-Area Environmental Plan* shall apply to lands covering at least the *Sub-Area* under consideration. It shall contain the results of environmental studies of lands as required by Section 5 of this Plan and include recommendations identifying which remedial measures should be carried out prior to commencement of construction and which should be carried out or completed after construction has commenced on the parts of the site to which the remedial measures relate. The *Sub-Area Environmental Plan* shall be the subject of a public meeting to be held by the City's Land Use Committee, or any successor to that Committee, prior to being submitted to the Ministry of the Environment for approval.

EXPLANATION

Condition 4 of the ATARATIRI Environmental Assessment Act Exemption Order calls for "detailed environmental studies" arising out of recommendations of the Environmental Evaluation Study to be conducted and approved by the Ministry of the Environment "prior to approval of zoning by-law amendments". These studies are identified in Section 5 of this Plan and include follow-up air quality and noise impact studies.

Zoning by-laws rarely deal with detailed environmental matters, except where these issues affect the appropriate use of land and buildings, or the siting and physical form of structures. Subdivision plans and subdivision agreements, on the other hand, typically do address these concerns. At the time that the Exemption Order was executed, it had not been determined whether ATARATIRI would be developed by way of a plan of subdivision. Since this Plan recommends the subdivision approval process for ATARATIRI, it seems reasonable to require that the successful completion of detailed environmental studies be a condition of subdivision phasing rather than a condition of zoning approval. The end result is the same: development can not occur until the Ministry of the Environment is satisfied that the necessary environmental information has been obtained and the appropriate recommendations accepted. Making detailed environmental approvals a requirement of subdivision phasing rather than a condition of zoning approval avoids the need for a separate and potentially lengthy rezoning process each time a sub-area is proposed for development. City staff has raised this matter with staff of the Ministry of the Environment and has been advised that it may be possible to make a technical amendment to the existing Exemption Order to this effect.

Condition 6 of the Exemption Order provides that the detailed environmental studies be "reviewed at a meeting at which the public may make representations to City Council or one of its committees prior to being submitted to the Minister of the Environment for approval". The above recommendation identifies the Land Use Committee as the appropriate forum for public deputations on this subject.

FURTHER ACTION

The Ministry of the Environment should amend the Environmental Assessment Act Exemption Order for ATARATIRI by making the detailed environmental studies a condition of zoning by-law approval or a condition contained within a Section 50 subdivision agreement.

17.2.4 SOIL AND GROUNDWATER MANAGEMENT PLAN

RECOMMENDED POLICY STATEMENT

250 A *Sub-Area Soil and Groundwater Management Plan* shall apply to lands covering at least the *Sub-Area* under consideration. It shall include recommendations identifying which soil and groundwater remediation measures should be implemented on a *Development Block* basis, which soil and groundwater remediation measures should be implemented on the basis of areas larger than a *Development Block*, which soil and groundwater remediation measures should be carried out prior to the commencement of construction and which soil and groundwater remediation measures should be carried out after construction has commenced on the parts of the site to which the soil and groundwater remediation measures relate. The *Sub-Area Soil and Groundwater Management Plan* shall be submitted to the Ministry of the Environment for approval.

EXPLANATION

Condition 3 of the ATARATIRI Exemption Order stipulates that detailed soil and groundwater quality management programs for each area of the site be submitted to the Ministry of the Environment for approval "prior to approval of zoning by-law amendments". For the same reasons stated above, this Plan recommends that these management programs be a condition of subdivision phasing approval, not a condition of zoning approval. Again, the spirit of the Exemption Order is maintained, but a more appropriate and timely process is proposed.

FURTHER ACTION

The Ministry of the Environment should amend the Environmental Assessment Act Exemption Order for ATARATIRI by making the detailed soil and groundwater management programs a condition of zoning by-law approval or a condition contained within a Section 50 subdivision agreement.

17.2.5 FLOOD PROTECTION PLAN

RECOMMENDED POLICY STATEMENT

251 A *Sub-Area Flood Protection Plan* shall contain detailed flood damage reduction measures for lands covering at least the *Sub-Area* under consideration, listed in the order of priority recommended in Section 4 of this Plan. The *Sub-Area Flood Protection Plan* shall establish minimum levels of flood protection for different land uses within the *Sub-Area*, consistent with the provisions of Section 4 of this Plan. It shall identify which flood control remedial works shall be carried out prior to commencement of construction and which building-specific floodproofing measures shall be carried out during and after construction on the parts of the site to which the flood protection measures relate. The *Sub-Area Flood Protection Plan* shall be submitted to the Metropolitan Toronto and Region Conservation Authority for approval.

EXPLANATION

The flood plain planning policies contained in Section 4 recommend that all development and redevelopment in ATARATIRI be protected against flooding at least to the level of the 350 year storm. Certain land uses may require additional protection. To provide the required level of protection, Statement 15 lists, in order of priority, various types of flood damage reduction measures to be included in a Flood Protection Plan. The Flood Protection Plan will spell out in detail for each sub-area the necessary flood remedial works and the appropriate restrictions to, and requirements for, building construction and siting. Since the overall development of ATARATIRI is expected to occur over a period of several years, during which time various flood remedial works may come into effect, flood protection requirements for individual developments will likely vary from sub-area to sub-area. Linking the Flood Protection Plans to subdivision phasing, therefore, will ensure that the appropriate requirements are imposed in a timely manner.

17.2.6 COMMUNITY SERVICES AND FACILITIES STRATEGIC PLAN

RECOMMENDED POLICY STATEMENT

252 A *Sub-Area Community Services and Facilities Strategic Plan* shall be prepared in consultation with the *ATARATIRI Community Services Council* described in Statement 173, and shall apply to lands covering at least the *Sub-Area* under consideration. It shall be consistent with the policies contained in Section 12 of this Plan. It shall include information on the following:

- **an assessment of projected service needs and current service deficiencies, leading to a determination of service priorities for the *Sub-Area;***
- **a review of appropriate and flexible service delivery models, leading to a recommendation of a particular model(s) for the *Sub-Area;***
- **an outline of the details of the required facilities, including among other things, size and programming potential;**
- **an indication of preferred locations for the *community services and facilities* in the *Sub-Area;***
- **an identification of the agencies and other levels of government responsible for ensuring the provision of the necessary services;**
- **a determination of the projected costs to the City of the required *community services and facilities* and of any recommended cost-sharing arrangements; and**
- **an outline of the anticipated timing and phasing of the new facilities.**

EXPLANATION

Section 12 identifies initial community service priorities for ATARATIRI and establishes general policies regarding the location, funding, implementation and phasing of services. The Community Services and Facilities Strategic Plan will detail what services are required for each sub-area, how they are likely to be provided and where funding responsibilities lie. Appropriate staff will collaborate in preparing the Strategic Plan, including representatives from the Departments of Planning and Development, Housing, Parks and Recreation and City Property. As described earlier, the public will be formally involved through the proposed ATARATIRI Community Services Council. Other groups and agencies, such as the Metropolitan Toronto Community Services Department, the school boards and the Toronto Public Library Board, should be consulted as required.

17.2.7 REQUIREMENTS FOR SUB-AREA E

RECOMMENDED POLICY STATEMENTS

253 It is the policy of Council that no development, with the exception of *community services and facilities*, shall occur on those *Development Blocks* comprising *Sub-Area E* identified on Figure 33 until the conditions described in Statements 248 through 252 inclusive have been satisfied and until the following has occurred:

- **at least two-thirds of the public facilities, infrastructure and services measured in constant dollars are constructed or are under construction on the *Sub-Area W* lands, and building permits are issued for development affecting at least two-thirds of the *Sub-Area W* lands; and**
- **Council has reviewed a *Post-Occupancy Survey of ATARATIRI Residents and Workers*, as described in Statement 254.**

For the avoidance of doubt, the provisions of this section shall not apply to prevent the construction and use of facilities in the *Sub-Area E* lands for the purposes of *community services and facilities*, including one or more elementary schools.

254 The *Post-Occupancy Survey of ATARATIRI Residents and Workers* required for development to be permitted on *Sub-Area E* lands shall contain information on the following:

- **a profile of people living and working in *ATARATIRI;***
- **a summary of responses by ATARATIRI residents and workers as to how existing *community services and facilities* are used and viewed and how they may be improved or expanded;**
- **a summary of opinions of *ATARATIRI* residents and workers as to the physical planning and development of the community, including issues related to built form, open space design, safety and access, services and utilities, traffic and parking; and**
- **recommendations regarding the implications of the survey results on the detailed planning and implementation of *Sub-Area E.***

EXPLANATION

The largest portion of ATARATIRI recommended for residential development is in Sub-Area E. This is also the area likely to accommodate the bulk of the community services and facilities. It appears prudent, therefore, to ensure that a thorough evaluation is conducted of the successes and failures of the first phase before construction of a new phase begins. This will yield valuable information which can be used in developing the detailed physical design and community service plans for Sub-Area E. For the post-occupancy survey to be meaningful, a significant part of Sub-Area W needs to be built and occupied.

The conditions contained in Statement 253 will be phasing requirements for Sub-Area E that are in addition to the planning requirements stipulated in Statement 248. They should be made conditions of draft subdivision plan approval, to be included as development requirements in the final subdivision agreement.

FURTHER ACTION

City Council should authorize the Commissioner of Planning and Development to inform the Metropolitan Commissioner of Planning, as part of the subdivision approval process for ATARATIRI, that the City consents to the application for ATARATIRI subject to the imposition of the conditions of development pertaining to Sub-Area E identified in Statement 253.

17.2.8 EXCEPTIONS FOR ENVIRONMENTAL REMEDIATION AND FLOOD PROTECTION

RECOMMENDED POLICY STATEMENT

255 Notwithstanding any of the provisions of Statements 248 through 254 inclusive, nothing shall prevent the commencement anywhere within *ATARATIRI* of appropriate soil and groundwater remediation measures that are in accordance with an approved *Sub-Area Soil and Groundwater Management Plan* and appropriate flood mitigation measures that are in accordance with an approved *Sub-Area Flood Protection Plan* and *Sub-Area Soil and Groundwater Management Plan.*

EXPLANATION

Due to the environmental and flood constraints discussed in Sections 4 and 5, extensive site preparation may be necessary before actual construction can proceed. Not all remedial works will be confined to any given site that is the subject of a development application. For example, off-site remediation may be called for to implement major flood protection works and some soil clean-up procedures. Consequently, remedial works will be permitted to occur in portions of the site that may not yet be approved for development under all of the conditions attached to subdivision phasing.

17.3 DEVELOPMENT BLOCKS

17.3.1 DELIMITATION OF DEVELOPMENT BLOCKS

RECOMMENDED POLICY STATEMENT

256 Council recognizes the importance to the City and Province of ensuring that development in *ATARATIRI* proceeds in a controlled fashion following the successful completion of necessary environmental remediation measures.

Accordingly, Council shall enact a by-law consistent with the provisions of this Plan that utilizes the holding provisions authorized by Section 35 of the Planning Act. The zoning by-law enacted pursuant to Section 35 of the Planning Act shall define and incorporate a Holding Symbol which shall be the letter "h" and which shall precede the use designations contained in any such by-law. This zoning by-law shall specify the use to which lands, buildings or structures may be put at such time in the future as the Holding Symbol is removed by amendment to the by-law.

The Holding Symbol will be removed from any such by-law on an incremental basis in accordance with the provisions of Statements 259 through 262 inclusive.

257 Council recognizes that the *Development Blocks* shown on Figure 34 are areas suitable for independent development in accordance with the policies and provisions of this Plan.

258 Council recognizes that the boundaries of the *Development Blocks* shown on Figure 34 are approximate. Where the general intent of this Plan is maintained, minor adjustments to such boundaries will not require amendment to this Plan. In particular, the boundaries of a *Development Block* may be varied without amendment to this Plan in order to include, where appropriate, the continuation outside of the *Development Block* of a public highway, public or private street, pedestrian or bicycle route, or public open space, and the related services located within the *Development Block*.

EXPLANATION

The blocks shown on Figure 34 are logical development increments since each will include a number of individual projects all sharing common parking garages, service facilities, access points and internal open space. In many cases, it is also likely that soil clean-up will be most efficiently conducted on a block basis rather than on a building site basis. While it may not be necessary for a complete block to be constructed at once, it makes sense to consider a block in its entirety when evaluating it for development approval.

As mentioned in Section 16 of this Plan, the Exemption Order requires that the Official Plan amendment for ATARATIRI designate the site as the subject of a holding symbol under Section 35 of the Planning Act. Development will not be able to proceed on a block until Council passes a by-law to remove the "h". The criteria for passing such a by-law must be described in the Official Plan amendment.

FIGURE 34 DEVELOPMENT BLOCKS

17.3.2 REQUIREMENTS OF DEVELOPMENT BLOCK APPROVAL

RECOMMENDED POLICY STATEMENTS

259 An application to amend the Zoning By-law for *ATARATIRI* to remove the Holding Symbols on one or more *Development Blocks* shall contain an *Environmental Inspection Report*, as defined in Statement 260, which shall cover at least the *Development Block* or *Development Blocks* to which the application applies.

For the avoidance of doubt, the provisions of this section shall not apply to prevent the approval of an application to remove concurrently the Holding Symbols on more than one *Development Block*, provided that the required *Environmental Inspection Report* or *Reports* cover all of the lands contained by the *Development Blocks* to which the application relates.

260 An *Environmental Inspection Report* shall be prepared by a consulting engineer and submitted to the Ministry of the Environment for approval. The Report shall:

- **certify that remedial work required by the *Sub-Area Environmental Plan*, the *Sub-Area Soil and Groundwater Management Plan* and *Sub-Area Flood Protection Plan* to be carried out prior to commencement of construction on that part of the site has been properly completed;**
- **describe how the remedial work has been done and what, if any, remedial work remains to be done.**

EXPLANATION

Condition 5 (b) of the Exemption Order provides that the holding symbol on any part of the site be removed only when a consulting engineer has certified that the pre-construction remedial work required by the earlier reports and plans has been properly completed. Further, the consultant is expected to prepare a report documenting what work has been carried out, what remains to be done and "that the property is safe for the intended land use". A copy of the certificate and report must then be submitted to the Ministry of the Environment.

The above statement assumes that the site will be "safe for the intended land use" if the remedial work required by reports previously approved by the Ministry of the Environment has been properly carried out.

FURTHER ACTION

The Province should amend the Environmental Assessment Act Exemption Order for ATARATIRI to specify more clearly what is meant by "safe" as it applies to site remediation.

17.3.3 PROCEDURE FOR REMOVING THE HOLDING SYMBOL

RECOMMENDED POLICY STATEMENTS

261 An application to remove the Holding Symbol shall be reported on by the Commissioner of Planning and Development and will be the subject of a public meeting to be held by the City's Land Use Committee, or any successor to that Committee, prior to Council's consideration of an amendment to the by-law to remove the Holding Symbol.

262 It is the policy of Council to enact an amendment to the by-law to remove the Holding Symbols from a *Development Block* or *Development Blocks* provided it has received and given due consideration to an application containing an *Environmental Inspection Report* that satisfies the requirements of Statement 260 respecting the area which is the subject of the application, and that has been approved by the Ministry of the Environment.

EXPLANATION

The recommended process for removing the holding symbol is intended to encourage public discussion of how environmental clean-up is progressing. As development proceeds on a block-by-block basis, the public (particularly the residents and workers of ATARATIRI) will have the opportunity to provide feedback on ATARATIRI's remediation program. Council's approval of a Section 35 amending by-law to remove the holding symbol on a development block will not be subject to appeal. It is important, therefore, that these decisions be based on informed input from staff, consultants and the community-at-large.

17.4 INDIVIDUAL DEVELOPMENTS

17.4.1 DEVELOPMENT REVIEW

RECOMMENDED POLICY STATEMENTS

263 In evaluating a development application for review under Section 40 of the Planning Act, Council shall have regard for the principles, policies and provisions of this Plan and, in particular, shall consider an application in light of the approved *Development Plan* for *ATARATIRI*, as described in Statement 245.

264 In accordance with Statement 263, and provided that the requirements of Statements 265, 267, 268, 269 and, where appropriate, Statements 270 and 271, have been satisfied, Council may approve plans and drawings submitted with a development application and, as a condition of such approval, require the owner to enter into an agreement authorized under Section 40 of the Planning Act requiring that the proposed development including the landscaping of the site be undertaken and maintained substantially in accordance with the submitted drawings, subject to any provisions and conditions Council may require under its authority under the Planning Act.

EXPLANATION

These recommendations follow directly from the proposal to designate ATARATIRI as an area of site plan control (Statement 243) and will secure the implementation, on a building-by-building basis, of the Development Plan recommended earlier.

17.4.2 ENVIRONMENTAL CONSIDERATIONS

The submission of noise impact statements is a standard requirement for rezoning applications. Council has recently approved policies that either require or request proponents to submit and adhere to plans related to water conservation, energy efficiency, waste management and automobile use minimization. As discussed in Section 8, development in ATARATIRI should be as "green" as possible.

The more recent "green" development requirements mentioned above are implemented through requiring an individual owner to engage professional consultants to devise the appropriate environmental plans for a given project. No performance standards per se are specified; it is stipulated that the plans must be satisfactory to the Commissioner of Public Works and the Environment on an ad hoc basis. In the case of ATARATIRI, it is likely that several individual parcels may be developed simultaneously on a single development block, given the proposed building typology and the need to share common services and facilities. It would be redundant and unnecessarily costly to require each proponent to submit environmental plans for each building if, in fact, all the plans are essentially the same. Rather, it would make sense for common environmental requirements or standards to be established for ATARATIRI which clearly set out the appropriate methods for different types and scale of development to achieve the City's "green" development objectives.

The recommendations to follow anticipate that Council will approve a set of generic "green" development requirements for ATARATIRI. If this happens proponents will be given a choice of either subscribing to the approved generic requirements or engaging qualified consultants to develop project-specific requirements that are satisfactory to the Commissioner of Public Works and the Environment.

RECOMMENDED POLICY STATEMENTS

265 It is the policy of Council that, prior to the issuance of a building permit for a development in *ATARATIRI*, the proponent shall enter into a Section 50 agreement with the City that secures the following:

- **that the owner be required to submit a Noise Impact Statement in accordance with City Council's requirements, and in keeping with the policies and provisions of Section 5 of this Plan, satisfactory to the Commissioner of Public Works and the Environment;**
- **that the owner be required to have a qualified consulting engineer certify, in writing, to the Commissioner of Public Works and the Environment that the development has been designed and constructed in accordance with the Noise Impact Statement approved by the Commissioner of Public Works and the Environment; and**
- **that the owner be required to maintain and operate the noise mitigation measures stipulated in the Noise Impact Statement approved by the Commissioner of Public Works and the Environment.**

266 It is the policy of Council to develop detailed requirements regarding water conservation, energy efficiency and conservation, material recovery and waste reduction, and transportation demand management, to be applied on the basis of individual buildings or groups of contiguous buildings in *ATARATIRI*.

267 It is the policy of Council that, prior to the issuance of a building permit for a development in *ATARATIRI*, the proponent shall enter into a Section 50 agreement with the City that secures either of the following:

(a) that the owner be required to certify that the development conforms with Council-approved detailed requirements for water conservation as applied to individual buildings or groups of contiguous buildings in *ATARATIRI;* and
that the owner be required to maintain and operate the detailed water conservation requirements approved by Council; or

(b) that the owner be required to submit a report on a Water Conservation Plan addressing strategies to conserve water within the development in keeping with the policies and provisions of Section 8 of this Plan, satisfactory to the Commissioner of Public Works and the Environment; and
that the owner be required to have a qualified consulting engineer/architect or professional designer certify, in writing, to the Commissioner of Public Works and the Environment that the development has been designed and constructed in accordance with the Water Conservation Plan approved by the Commissioner of Public Works and the Environment; and
that the owner be required to maintain and operate the water conservation measures stipulated in the Plan approved by the Commissioner of Public Works and the Environment.

268 It is the policy of Council that, prior to the issuance of a building permit for a development in *ATARATIRI*, the proponent shall enter into a Section 50 agreement with the City that secures either of the following:

(a) that the owner be required to certify that the development conforms with Council-approved detailed requirements for energy efficiency and conservation as applied to individual buildings or groups of contiguous buildings in *ATARATIRI*; and
that the owner be required to maintain and operate the detailed energy efficiency and conservation requirements approved by Council; or

(b) that the owner be required to submit a report on an Energy Efficiency and Conservation Plan (EECP) addressing strategies for energy efficiency and conservation within the development in keeping with the policies and provisions of Section 8 of this Plan, satisfactory to the Commissioner of Public Works and the Environment; and
that the owner be required to have a qualified consulting engineer/architect or professional designer certify, in writing, to the Commissioner of Public Works and the Environment that the development has been designed and constructed in accordance with the EECP approved by the Commissioner of Public Works and the Environment; and
that the owner be required to maintain and operate the energy efficiency and conservation measures and facilities stipulated in the EECP approved by the Commissioner of Public Works and the Environment.

269 It is the policy of Council that, prior to the issuance of a building permit for a development in *ATARATIRI*, the proponent shall enter into a Section 50 agreement with the City that secures either of the following:

(a) that the owner be required to certify that the development conforms with Council-approved detailed requirements for material recovery and waste reduction as applied to individual buildings or groups of contiguous buildings in *ATARATIRI;* and
that the owner be required to maintain and operate the detailed energy efficiency and conservation requirements approved by Council; or

(b) that the owner be required to submit a report on a Material Recovery and Waste Reduction Plan (MRWRP) addressing strategies for material recovery and waste reduction within the development in keeping with the policies and provisions of Section 8 of this Plan, satisfactory to the Commissioner of Public Works and the Environment; and
that the owner be required to have a qualified consulting engineer/architect or professional designer certify, in writing, to the Commissioner of Public Works and the Environment that the development has been designed and constructed in accordance with the MRWRP approved by the Commissioner of Public Works and the Environment; and
that the owner be required to maintain and operate the material recovery and waste reduction measures and facilities stipulated in the MRWRP approved by the Commissioner of Public Works and the Environment.

270 It is the policy of Council that, prior to the issuance of a building permit for any development in *ATARATIRI* with a non-residential parking supply exceeding 75 spaces, the proponent shall enter into a Section 50 agreement with the City that secures either of the following:

(a) that the owner be required to certify that the development conforms with Council-approved detailed requirements for transportation demand management as applied to individual buildings or groups of contiguous buildings in *ATARATIRI;* and
that the owner be required to maintain and operate the detailed transportation demand management requirements approved by Council; or

(b) the owner be required to submit a Transportation Demand Management Plan (TDM) in accordance with City Council's requirements, and in keeping with the policies and provisions of Section 7 of this Plan, satisfactory to the Commissioner of Public Works and the Environment; and
that the owner be required to have a qualified transportation engineer/planner certify, in writing, to the Commissioner of Public Works and the Environment that the development has been designed and constructed in accordance with the TDM approved by the Commissioner of Public Works and the Environment; and
that the owner be required to maintain and operate the transportation demand management measures and facilities stipulated in the TDM approved by the Commissioner of Public Works and the Environment.

EXPLANATION

The legislative authority to impose the above environmental considerations as conditions of development approval varies with the type of development application. For example, municipal powers under Section 40 of the Planning Act are limited in this respect, leaving the City in the position of "requesting" compliance with the proposed procedures, to be secured in the form of a collateral agreement. Section 50, on the other hand, provides wide ranging authority to municipalities to impose environmental requirements as conditions of subdivision approval (in fact, energy conservation is specifically named). Subdivision agreements containing environmental requirements are binding on subsequent owners and are more readily enforceable than collateral agreements.

Since ATARATIRI is being recommended for a plan of subdivision, the City's application to Metro Toronto should include the "green development" conditions related to specific buildings that are listed above and discussed in Section 8. Having these requirements contained in the subdivision agreement for all of ATARATIRI, will ensure that they will be applied to all future individual developments.

FURTHER ACTION

The Commissioner of Planning and Development, the Commissioner of Public Works and the Environment and the Medical Officer of Health should report jointly on a set of detailed environmental requirements to be applied on the basis of individual buildings or groups of contiguous buildings in ATARATIRI, as proposed in Statement 266 above.

Council should authorize the Commissioner of Planning and Development to inform the Metropolitan Commissioner of Planning, as part of the subdivision approval process for ATARATIRI, that the City consents to the application for ATARATIRI subject to the imposition of the conditions listed in the above policy Statements 265 and 267 through 270 inclusive.

17.4.3 FLOOD CONSIDERATIONS

RECOMMENDED POLICY STATEMENT

271 It is the policy of Council, for any property that is susceptible to flooding under the *Regulatory Flood*, that the proponent be required to submit any development applications to the Metropolitan Toronto and Region Conservation Authority for approval. As required by Statement 16, all such applications shall be accompanied by engineering studies, prepared by a qualified professional, detailing such flood-related matters as may be

required by the Metropolitan Toronto and Region Conservation Authority and by the City. These matters may include, but are not limited to, flood frequency, depth and velocity of flow, soil conditions, proposed flood damage reduction measures including structural design details, and storm water management techniques.

EXPLANATION

Ontario Regulation 293/86 under the Conservation Authorities Act prohibits any construction in flood prone areas unless written permission is granted by the Conservation Authority. The Authority bases its decision on detailed building and site plans filed by the proponent. The Metropolitan Toronto and Region Conservation Authority (MTRCA) is currently developing planning and development guidelines for Special Policy Areas. The above recommendation is based on one of the proposed guidelines and follows logically from the Flood Protection Plan which is recommended as a condition of sub-area phasing (see Statement 251). Although the MTRCA could exercise its authority in this respect solely on the basis of Conservation Authorities Act regulations, including it in the Plan for ATARATIRI, and making it a condition of subdivision approval, will ensure that flood protection measures are fully integrated with the overall sequencing of approvals.

FURTHER ACTION

City Council should authorize the Commissioner of Planning and Development to inform the Metropolitan Commissioner of Planning, as part of the subdivision approval process for ATARATIRI, that the City consents to the application for ATARATIRI subject to the imposition of the condition described in policy Statement 271 above.

17.4.4 FINAL CERTIFICATION

RECOMMENDED POLICY STATEMENT

272 **It is the policy of Council to require that, prior to the issuance of a building permit for a development in *ATARATIRI*, the owner shall certify to the satisfaction of the City that the site plan and building plan meet all of the necessary environmental requirements and incorporate all of the necessary environmental safeguards identified in the approved *Sub-Area Environmental Plan, Sub-Area Soil and Groundwater Management Plan, Sub-Area Flood Protection Plan, Environmental Inspection Report*, and any other approved environmental reports.**

EXPLANATION

Condition 5 (g) of the Exemption Order stipulates that the Official Plan amendment for ATARATIRI provide that an environmental consultant be retained by the City to certify that all site plans and building plans comply with the environmental requirements identified above. To be consistent with City procedures under other similar circumstances (such as the procedure for Noise Impact Statements), and to avoid an unreasonable cost to the public, the statement here shifts the onus from the City to the proponent to retain a consultant. For the same enforcement reasons stated in Subsection 17.4.2, the requirement should be made a condition of the subdivision approval process.

FURTHER ACTIONS

City Council should authorize the Commissioner of Planning and Development to inform the Metropolitan Commissioner of Planning, as part of the subdivision approval process for ATARATIRI, that the City consents to the application for ATARATIRI subject to the imposition of the condition described in policy Statement 272.

The Province should amend the Environmental Assessment Act Exemption Order for ATARATIRI to require owners to certify that all site plans and building plans incorporate the appropriate environmental requirements and safeguards.

SECTION 18
IMPLEMENTATION

18.1 OVERVIEW

Council and provincial approval of this Plan will permit ATARATIRI to be developed for a mixture of uses and will ensure the development proceeds in a sound manner. Turning the Plan into reality will first require completion of the demolitions which are already underway, including the removal of below-grade structures as part of the soil remediation process; flood protection; and the installation of new streets and services. While this work can be accomplished on a phased basis, these steps are necessary before the construction of buildings, parks and community facilities can begin.

After initial site preparation and servicing are completed, construction will largely be in the hands of many individual developers, from both the non-profit and private market sectors. This section deals with some of the implementation issues that arise out of this development process. While it is beyond the scope of this Plan to recommend specific implementation solutions, it is nevertheless imperative that the City develop appropriate strategies in the coming months, if ATARATIRI is to be realized in a timely fashion following the approval of the Plan.

18.2 DESIGN COMPETITIONS

Section 6 stresses the importance of establishing a high standard of design in the first phase of development to ensure that ATARATIRI becomes and remains an attractive community in which people will want to live and work. The success of subsequent phases will be conditioned by the character and quality established by the initial developments. To encourage this high standard, the establishment of design competitions is recommended in Statement 65. The idea of an architectural competition for certain key buildings has been explored with the various housing producers who will be involved, (Cityhome, cooperatives, private non-profits and private market developers), as well as the Ministry of Housing and the Ontario Association of Architects. These discussions have focused on the conditions the various interest groups would expect to see incorporated, their willingness to participate, and sources of funding. In addition to promoting design excellence, a competition would generate a good deal of favourable publicity for the development and encourage future investment.

FURTHER ACTION

The Commissioner of Housing should report further on a process for carrying out design competitions in the first phase of development of ATARATIRI, including possible sources of funding.

18.3 ALLOCATION OF DEVELOPMENT SITES

Council has already indicated its intention to allocate sites for non-profit housing developments in ATARATIRI through the Land Disposition Subcommittee or its successor. The Chair of the Neighbourhood Advisory Council has informed City Council that NAC has assumed that the policies and procedures for land disposition will be determined by City Council as it deems appropriate. In order to meet a target date of Spring 1993 for the commencement of building construction, a proposal call for non-profit developers must be issued, and a selection process initiated, as soon as the Part II Official Plan Final Recommendations report and ATARATIRI zoning by-law have been adopted by Council. If this occurs in the first half of 1992, the selected developers will be able to design their buildings during the remainder of the year and be in a position to obtain the necessary approvals and permits in to meet the construction start target date.

An appropriate means of identifying builders for the private market development sites must also be considered. Given current market conditions, the sale of a building site to the highest bidder may be the most effective means. The Part II Plan and accompanying zoning by-law will have put into place controls on the use, form and density of buildings. In the St. Lawrence neighbourhood, however, another approach was taken for the private market townhouses in Phase B. There, the price required for the land was stated as part of the proposal call, and the developer was chosen on the basis of the design he proposed to build. As market conditions improve and ATARATIRI becomes established, this approach may be preferable.

FURTHER ACTION

The Commissioner of Housing, in consultation with other City officials, should report on means of disposing of sites in ATARATIRI for residential and non-residential development by market and non-profit interests, consistent with current City policy.

18.4 PRIVATE-PUBLIC PARTNERSHIPS

Despite recent criticism of certain partnership initiatives between the City and the private sector, it is important to note that, historically, these partnerships have taken a variety of forms. Joint projects have contributed greatly to the City's achievement of its goals on the former Biltrite site in St. Lawrence, of increasing industrial space through TEDCO, and of expanding the affordable housing supply through Cityhome.

There will likely continue to be a place for private-public partnerships in ATARATIRI. In particular, the model used for the Chestnut/Elizabeth development and at 1245 - 1275 Danforth appears to offer possibilities. Both these examples involved leasing City-owned land to a private developer who built a mixed-use facility on the property, leasing back the residential component to Cityhome and retaining the commercial component in his own portfolio. This model may be applicable to ATARATIRI in circumstances where residential buildings have retail space at grade (the mixed commercial residential area, for example). The private developer could lease the site, build, bulk lease the residential units to a non-profit housing operator, and retain the retail space. This would provide for a coordinated approach to leasing, enabling an appropriate mix of retailers to be established and striking a balance between high and low rent occupancies. In the future, title to the two components could be divided, if and when the tax situation justified, creating in effect a condominium development, with one or more owners of the residential portion of the building and of the retail portion.

Based on past experience, the undertaking of private-public partnerships on expropriated land will require special legislation. Exploratory discussions on this issue have taken place between the Housing Department and the City Solicitor and should be continued with the Province to obtain the necessary permissions.

FURTHER ACTION

The Commissioner of Housing and the City Solicitor, in consultation with the Commissioner of Finance, should approach the Province regarding the special legislation required to permit private-public partnerships on expropriated land in ATARATIRI.

18.5 ATARATIRI DEVELOPMENT CORPORATION

The appropriate organizational structure under which the project should continue also merits careful consideration. Should City Council have to deal with every decision required during implementation and authorize every expenditure? Would it be more efficient to establish an ATARATIRI Development Corporation to control the implementation phases? What should be its make-up? The City and the Province are parties to the Housing Development Agreement and each have assigned roles and responsibilities. Should broader representation be considered? It will be important to consider, on its own merits, what may be the most effective structure for ATARATIRI, bearing in mind the goals of the partners, the controls and reporting structure they desire, the job to be done, the time frame for development, and the constraints upon it.

There are a variety of precedents for development corporations undertaking projects of this size and complexity. Historically, this was the approach taken to the British New Towns. More recently, Battery Park City in New York was undertaken by a development authority of the same name, created by the State Legislature in 1968 as a public benefit corporation to develop the 92-acre site. In France, the large mixed-use redevelopment areas, (called "Zones d'Amanagement Concerte" or ZACs), which provide social and market housing along with industrial/commercial and retail space, are controlled by SEMAs, corporations whose boards are made up of members appointed by the area municipality representing government and business interests. In Paris, several ZACs have been developed, or are now under construction, by SEMAs. A number of these are of comparable size and complexity to ATARATIRI and represent a useful model for consideration here.

FURTHER ACTION

The Commissioner of Housing should report further on possible administrative structures for implementing development in ATARATIRI.

"Zones d'Amanagement Concerte" in Paris, France

"With special thanks to the Neighbourhood Advisory Council for their insights and recommendations"

APPENDIX A
CONSULTANT STUDIES

Base Data	Survey of Existing Buildings & Structure (Anrep)
	Legal Surveys (Barnes)
	Infrastructure (compiled in-house)
Environment	Site & Facility Environmental Investigations Vol. I and Vol. II (MacLarentech)
	Geotechnical Investigations (MacLarentech)
	St. Lawrence Square Development Summary of Environmental Investigations of Site & Structure (Proctor & Redfern) Vol. I, Vol. II, and Vol. III
	Air Quality (RWDI)
	ATARATIRI Noise & Vibration and Addendum (Vibron)
	ATARATIRI Groundwater Management Report Vol. I (Trow Dames & Moore)
	ATARATIRI Soil Management Vol. I, Vol. II, Vol. III, Vol. IV - Borehole Logs (Trow Dames & Moore)
	Health Risk Issues Associated with Air, Soil and Groundwater at ATARATIRI (CanTox)
	Soil Sampling Program for Determination of Background Levels of PAHs in Toronto Soils (SENES)
	Proposed Health-Based Soil Quality Guidelines for Six New PAHs at ATARATIRI (CanTox)
	Flood Protection Options for the ATARATIRI Development (MMM)
	Transportation & Fixed Facility Risk Study and Addendum (Concord)
	Environmental Evaluation Study report (draft) (Acting Commissioner of Housing)
	Storm Water Management (MMM)
	PCB Waste Management (MacViro) (pending)
Social Structure & Community Services	General Social Structure Analysis (Daly, Helfand, Thornley)
	Existing Community Services Inventory & Needs Projection (City of Toronto Planning and Development Department)
	ATARATIRI Study of Community & Social Services (Peat, Marwick Stevenson & Kellog)
Land Use and Physical Planning	St. Lawrence Square - General Urban Design Issues Studies (Baird/Sampson; A.J. Diamond; Ferguson & Ferguson; Jurecka, Lobko & Tregebov)
	Building & Block Study (Spaziani & Fong)
	Feasibility Study for a Central Heating & Cooling Plant for the ATARATIRI Project (Engineering Interface)
	Open Space Study (Hough, Stansbury and Woodland)

	ATARATIRI Road Configuration & Transportation Impact Study (Allan J. Freedman & Associates)
	ATARATIRI Commercial Vehicle Study, (MMM)
	ATARATIRI Residential Parking Demand Study (IBI Group)
	ATARATIRI Integrated School Site Study (Page & Steele Architects & Planners)
	ATARATIRI General Site Plan (Kirkland Partnership)
	Site Design (Baird/Sampson) (pending)
Economic Development	Non-residential Uses Study (Development Initiatives)
	Retail Marketing Study & Implementation Strategy (Malone Given Parsons)
	Feasibility Analysis of First Phase Development Parcels (Hemson)
	Community Development Corporation Study (Community Business Centre)

APPENDIX B

PUBLIC RESOURCE CENTRES FOR ATARATIRI INFORMATION AND REPORTS

City Hall
Municipal Reference Library
100 Queen St. W.
2nd Floor
Toronto, Ontario M5H 2N2

St. Lawrence Public Library
171 Front St. E.
Toronto, Ontario M5A 4H3

Ryerson Library
Urban Regional Planning Room
8th Floor
350 Victoria St.
Toronto, Ontario M5B 2K3

University of Toronto
School of Architecture Library
230 College St.
Toronto, Ontario M5G 1R2

York University
Government Documents/Administrative Studies
Library
113 Administrative Studies Building
4700 Keele St.
North York, Ontario M3J 1P3

Royal Commission on the Future of the Toronto
Waterfront
207 Queen's Quay West
5th Floor
Toronto, Ontario M5J 1A7

City of Toronto
Planning and Development Department Library
19th Floor, East Tower, City Hall
100 Queen St. W.
Toronto, Ontario M5H 2N2

Ministry of the Environment
Environmental Assessment Branch
250 Davisville Ave.
Toronto, Ontario M4S 1H2

APPENDIX C
NEIGHBOURHOOD ADVISORY COUNCIL MEMBERSHIP
AUGUST, 1991

Name	Representation
Bud Binney	St. Lawrence Business Association
Niall Byrne[1]	community health interests
Wayne Canning[2]	local industrial interests
Dino Chiesa	private housing sector
Pamela Cluff	seniors and people with disabilities
Corky Cramer	Corktown Business Association
Father Tom Day	Separate School Board Trustee
Elizabeth Greaves[3]	social service interests
Barbara Hall	City Councillor, Ward 7
Roger Hollander	Metro Councillor, Don River
Pam McConnell	Toronto Board of Education Trustee
David Monk[4]	St. Lawrence Residents' Association
Peter Oliphant	Cityhome
Linda Peake[5]	urban quality of life interests
Chris Smith	co-operative housing producers
Mark Stevenson[6]	environmental interests
Barbara Thornber	community non-profit housing producers
Sassy Waddell	Corktown Residents' Association
Rev. Paul Webb[7]	community economic development interests

Notes:

1. *temporarily replaced by John Browne, 1990-1991*
2. *formerly represented by Dan McLean*
3. *formerly represented by Elspeth Heyworth and Lin Grist*
4. *formerly represented by David Gunter*
5. *formerly represented by Frances Frisken*
6. *formerly represented by Harry Dahme*
7. *formerly represented by Jacques Tremblay*

APPENDIX D
ATARATIRI PUBLIC CONSULTATION CHRONOLOGY

12-13 July 1988	Council approval of St. Lawrence Square preliminary concept
19, 23, Sept. 1988	Council refers question of Neighbourhood Advisory Council (NAC) membership to Neighbourhoods Committee
06 Oct. 1988	Neighbourhoods Committee considers deputations regarding NAC membership; recommends 19-member NAC (approved by Council, January 1989)
29 Nov. 1988	Inaugural meeting of NAC
06 Dec. 1988	All-day "Blue Sky" discussion among staff and invited urban experts regarding starting principles for master planning
13 Dec. 1988	Second NAC meeting
14 Jan. 1989	Saturday morning walking tour of ATARATIRI for NAC members and staff
17 Jan. 1989	First NAC meeting open to the public; NAC approves work program and creates subcommittee structure
Jan. - Mar. 1989	NAC-sponsored renaming contest
21 Feb. 1989	NAC monthly meeting
21 Mar. 1989	NAC monthly meeting; new name "ATARATIRI" approved for recommendation to Council
03 Apr. 1989	NAC special meeting to discuss social structure and housing mix targets
18 Apr. 1989	NAC monthly meeting
16 May 1989	NAC monthly meeting
May 1989	First NAC newsletter published (6,000 copies hand-delivered and mailed)
01 June 1989	Public forum on the environmental evaluation process (Castle Frank High School)
10 June 1989	Public forum on physical planning, "Building the Neighbourhood" (Canada Stage Theatre)
20 June 1989	NAC monthly meeting
18 July 1989	NAC monthly meeting
25 July 1989	Public forum on social structure and economic development, "Living and Working in a New Community in the '90s" (Dixon Hall)
29 July 1989	All-day NAC and staff "retreat" regarding goals and objectives for ATARATIRI
15 Aug. 1989	NAC monthly meeting
Sept. 1989	Second NAC newsletter published and distributed
19 Sept. 1989	NAC monthly meeting
24 Sept. 1989	Sunday morning bus tour of various social housing projects for NAC members and staff
25-29 Sept. 1989	Public display of urban design issues studies (City Hall rotunda)
16 Oct. - 15 Nov. 1989	Gallery exhibition of urban design issues studies (University of Toronto School of Architecture)
17 Oct. 1989	NAC monthly meeting

24 Oct. 1989	Tour of Toronto industrial incubators for NAC members and staff
25 Oct. 1989	Public symposium on urban design issues studies (University of Toronto)
21 Nov. 1989	NAC monthly meeting
22 Nov. 1989	All-day NAC and staff "retreat" regarding general planning and design strategy for ATARATIRI
19 Dec. 1989	NAC monthly meeting
16 Jan. 1990	NAC monthly meeting; NAC approves new subcommittee structure and adopts new meeting format
20 Feb. 1990	First NAC working session meeting
20 Mar. 1990	First NAC meeting with public deputations (Dixon Hall)
05 Apr. 1990	Special NAC meeting to consider draft "Principles, Directions and Strategies Report"
17 Apr. 1990	NAC working session
24 May 1990	NAC public meeting and presentations (Ryerson) - Noise and Vibration Study; - Open Space Study
12 June 1990	NAC working session
17 July 1990	NAC public meeting and presentations (St. Paul's Church) - Transporation & Fixed Facility Risk Study; - Site Plan
21 Aug. 1990	NAC working session
21 Aug. 1990	NAC public meeting and presentations (St. Paul's Church) - Air Quality Study; - Retail Marketing Study & Implementation Strategy
22 Aug. 1990	NAC working session
18 Sept. 1990	NAC public meeting and presentations (St. Paul's Church) - Soil & Groundwater Management Study; - Health Risk Study
22 Sept. 1990	NAC working session
23 Oct. 1990	NAC working session
23 Oct. 1990	NAC public meeting and presentations (St. Paul's Church) - Flood Plain issues; - Residential Parking Demand Study
20 Nov. 1990	NAC public meeting and presentations (St. Paul's Church) - School Site Study; - Conceptual Images of ATARATIRI
18 Dec. 1990	NAC working session
15 Jan. 1991	NAC working session
15 Jan. 1991	NAC public meeting and presentations (St. Paul's Church) - Storm Water Management; - Soil Remediation Options
19 Feb. 1991	NAC working session

19 Feb. 1991	NAC public meeting and presentations (St. Paul's Church) - ATARATIRI Site Plan (update); - Green Development for ATARATIRI; - Environmental Remediation Options
19 Mar. 1991	NAC working session
19 Mar. 1991	NAC public meeting and workshops (St. Paul's Church) - Soil Remediation Options - Community/Recreation Services; - Community Health Services; - Economic Development
16 Apr. 1991	NAC working session
15 May 1991	NAC working session
21 May 1991	NAC public meeting and presentations (Ryerson) - "Housing Providers"
5 June 1991	NAC working session
11 July 1991	NAC working session
30 July 1991	NAC working session
9 Sept. 1991	NAC special meeting to review draft Part II Official Plan Proposals report